DOCUMENT RESUME

ED 083 751 EA 005 614

TITLE	Elementary and Secondary Education Amendments of 1973. Hearings Before the General Subcommittee on Education of the Committee on Education and Labor, House of Representatives, Ninety-Third Congress, First Session on H.R.16, H.R.69, H.R.5163, and H.R.5823. Part 3 and Appendix.
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on Education and Labor.
PUB DATE	73
NOTE	1,075p.; Related documents are EA 005 612-613; Bills to extend and amend the Elementary and Secondary Education Act of 1965, and for other purposes
EDRS PRICE	MF-$0.65 HC-$36.19
DESCRIPTORS	*Compensatory Education Programs; Elementary Education; *Federal Aid; *Federal Legislation; *Federal Programs; *Revenue Sharing; Secondary Education
IDENTIFIERS	*Elementary Secondary Education Act; ESEA

ABSTRACT

This report contains statements made by a variety of persons and organizations on House of Representatives Bills amending the Elementary and Secondary Education Act of 1965 (ESEA). Particular attention is given to the value of Title I ESEA (compensatory education) programs, since some of the Bills propose to amend or extend these programs. Another Bill proposes a type of revenue sharing. (JF)

ED 083751

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

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HEARINGS

BEFORE THE

GENERAL SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-THIRD CONGRESS

FIRST SESSION

ON

H.R. 16, H.R. 69, H.R. 5163, and H.R. 5823

BILLS TO EXTEND AND AMEND THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965, AND FOR OTHER PURPOSES

HEARINGS HELD IN LOUISVILLE, KY., MARCH 24, 1973; WASHINGTON, D.C., MARCH 26, 28, 29, 1973; APRIL 3, 4, 5, 1973; MIAMI, FLA., APRIL 6, 1973; WASHINGTON, D.C., APRIL 9, 16; MAY 3; AND JUNE 13 AND 26, 1973

PART 3 and Appendix

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

95-745

U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1973

EA 005 644

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ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

SATURDAY, MARCH 24, 1973

U.S. House of Representatives,
General Subcommittee on Education,
of the Committee on Education and Labor,
Louisville, Ky.

The subcommittee met, pursuant to notice, at 9 a.m., in the U.S. District Courtroom, U.S. Post Office and Courthouse, Representative Carl D. Perkins of Kentucky (Chairman), presiding.

Present: Representatives Perkins, Mazzoli (Kentucky), William Ford (Michigan), Brademas (Indiana), and Lehman (Florida).

Also present: Jack Jennings, counsel; and Yvonne Franklin, minority legislative associate.

Chairman **Perkins**. The subcommittee will come to order. A quorum is present.

It is a great pleasure for me to open these hearings in Louisville this morning, in the hometown of our colleague from Kentucky, Ron Mazzoli, who is presently serving his second term in the Congress. By some coincidence he was assigned to the House Committee on Education and Labor when he came to the Congress, and I could not be in his home community without making a few remarks about the contributions that he has made since he has been on the committee. Congressman Mazzoli was initiated, during consideration of the higher education bill, which was one of the roughest pieces of legislation in the history of the U.S. Congress. He made a wonderful contribution. He has worked diligently and persevered for the welfare of the disadvantaged children in America. He has devoted considerable time to the school lunch program, career education, all the educational programs in general. I do want to congratulate the people in the great city of Louisville for sending a man of Ron Mazzoli's caliber to the Congress. I hope the people always exercise good judgment in the city of Louisville and keep such an outstanding representative in the U.S. Congress.

Mr. **Brademas**. Mr. Chairman, would the chairman yield?

Chairman **Perkins**. I yield, yes.

Mr. **Brademas**. I'd like to say, if I may, as a neighbor of Kentucky, coming from the State of Indiana, just two words.

First of all, as I have had the honor of serving on the Committee on Education and Labor, going into my 15th year now, during most of those years I have had the honor of serving under the chairmanship of Carl D. Perkins, and I would be derelict in my duty were I not to say that there is no Member of the House of Representatives or the Senate with a deeper devotion to improving American education than Congressman Perkins. You in the State of Kentucky ought to be very proud that your State has given our entire Nation the kind of dedicated leadership that Mr. Perkins has brought.

I want to say secondly what a pleasure it is for me to be in the home district of Congressman Mazzoli, because in my eight terms in Congress I have seen very few Representatives who have had a greater combination of dedication and intelligence and commitment to improving education than Mr. Mazzoli. And I take particular pride in his presence on our committee because he had the good judgment to go to the University of Notre Dame which is located in the district I represent.

So on both those counts, as well as being here with our distinguished colleague from Florida, Mr. Lehman, I am glad to be in your home State, Mr. Chairman.

Chairman PERKINS. Mr. Lehman.

Mr. LEHMAN. I'm a new freshman congressman, and I was warned that this was the toughest committee in Congress to serve on. I think it is, but I think it has made up for that by having the finest leadership in both the ranking member, Mr. Brademas, the members, like Mr. Ford who will be here soon, Mr. Mazzoli, and especially the chairman who brings to this committee that rare combination of both dignity and humanitarianism that we need so badly in our society today. I'm proud to be in Louisville.

Chairman PERKINS. Let me conclude my remarks, Mr. Mazzoli, by saying that these hearings largely have been arranged by you, and we are going to let you proceed here.

I would be derelict if I did not say something about the gentleman to my right, Mr. Brademas. We have marched up and down some rough roads in the past, and will no doubt continue to do so. We have a great advocate in the area of education in Congressman Brademas. We are delighted too, to have our southern friend, Mr. Lehman, on this committee, and especially to have him here today.

Mr. Mazzoli.

Mr. MAZZOLI. Thank you, Mr. Chairman, and I certainly appreciate the nice comments you have made about our service on the committee and, of course, your visit to our community. I'm proud of Louisville, I think we have every right to be. We have fine educators in our community, we have a good citizenry, we have a good spirit in our community, and I think that it's pretty evident from your walk in this morning the kind of development physically that we have in downtown Louisville. So it is really quite a great pleasure for me, acting at least technically as host for our committee today, to welcome you, Mr. Chairman, who have served on the committee with great distinction; you, Mr. Brademas who have pointed out my sense of good judgment in selecting your district to continue my higher education; and my good friend Bill Lehman who has now supplanted me as the freshman on the committee. He succeeds me in that enviable role, because at least for the first 2 years as a freshman you can always say, well, I just got here, I really don't know what's going on, and it manages to get you over some rough spots, Bill. After the 2 years are up, then people expect you to know what is going on and that makes it troublesome.

Before we really get into the matter at hand—because we have a full docket, we have a lot of people, a lot of panels, and we'd like to hear from everyone—I would like to extend public tribute and public thanks to my good friend the U.S. marshal, our good friend Big Six Henderson. You know him from law enforcement duties, if any of you have lived up in the hills in certain parts of Kentucky.

Chairman Perkins. Will the gentleman yield to me briefly?

Mr. Mazzoli. I will.

Chairman Perkins. I want to concur in that statement. I have known the Marshal some 25 years.

Mr. Mazzoli. Mr. Chairman, thank you. I understand that he would pay certain nocturnal visits up to the seventh district every now and then and chase down those baddies. But we do want to thank Big Six, and I would like to introduce him. If there is any person in the State that doesn't know Big Six Henderson, Big Six maybe you could stand up and be recognized.

Big Six, in connection with my good friend Judge Jim Gordon, whose chambers and office we are using—arranged for today's meetings, and we want to thank him very much for his great help.

What we thought we'd do today is to try to keep things moving, if we can. There are a lot of things to be said, a lot of people to be heard. In the sequence that has been developed for hearing today, with perhaps some modification, we would like to call first the city of Louisville panel, which is comprised of, among others, the superintendent, Dr. Walker; the board president, I think his name is Santa Claus—Scott, I'm sorry, I made a mistake, Scott Detrick. The inhouse joke is that Scotty is our most famous local Santa Claus; Mrs. Hutto who visited with us in Washington just shortly ago; Mrs. Roberts, chairman of title I, and then other members as Dr. Walker would care to distribute them. And we perhaps could use these first two tables, Dr. Walker, and then you could make your presentation, and then we could open for questions as they might occur.

Chairman Perkins. Excuse me. I have just been advised that Dr. Lyman Ginger is with us.

Good to see you, doctor.

Dr. Briggs from Cleveland is with us.

Dr. Walker, have you any prepared testimony that you might want made a part of the record?

Dr. Walker. Not at this time, Congressman.

STATEMENT OF NEWMAN M. WALKER, SUPERINTENDENT OF SCHOOLS, LOUISVILLE, KY., ACCOMPANIED BY SCOTT DETRICK, PRESIDENT, BOARD OF EDUCATION; CAROLYN HUTTO, BOARD MEMBER; ELLEN ROBERTS, CHAIRMAN, TITLE I ADVISORY COUNCIL; AND MARY ELIZA SMITH, TITLE I DIRECTOR

Dr. Walker. Chairman Perkins, distinguished members of the committee, the Louisville School District is very happy to have an opportunity to appear before you today on a matter that we view as one of great urgency. We have submitted to this committee in recent days documents which in some ways reflect some of the factual information about our city. I notice that my colleague Paul Briggs from Cleveland is here, and we were chatting just before the meeting opened this morning, and we both belong to a group of superintendents of the 50 large urban school systems of this country. We meet a couple of times a year, and it's always astounding how common the problems are in the urban areas of this Nation.

So I guess that some of the things I would like to say to you this morning could be reinforced by Mr. Briggs, or superintendents in New York or Los Angeles or Chicago or New Orleans, and it is in a sense a very grim story. It's what's happening to the cities of this country, not only in the field of education, but in all the social and economic areas of concern.

We face a very changing condition. The city of Louisville school system is a quite different one today than it was 20 years ago. The change has been very rapid. Because of factors beyond the control of the school system, the client population of our school district has become poorer, it has become blacker, and the economic resources available for us to grapple with the problems that attend those conditions have steadily decreased.

In some respects it's more than just an educational problem. I think it is a psychological and social problem, in that those persons who are engaged in this effort to try to do educationally for the youngsters of our district that are in such great need, are really perplexed. We have tried many different solutions; we have had a great many failures. Sometimes it appears to those of us involved in this that we are swimming upstream against a tide that may be washing us backwards faster than we can swim ahead. The indications of this condition are such as these.

We have one of the highest drop-out rates in the Nation. Over 2,000 children out of a total student enrollment of 48,000 in the city, over 2,000 youngsters drop out of school each year.

We have a problem of violence in and around our schools. Many of our inner-city schools are located in high crime areas. It has become necessary in Louisville, as it has in so many other large cities, to have police officers stationed in our schools, and security guards present, simply to protect the safety, and provide for the security, of the children going to school.

We have problems of vandalism. In our system over $100,000 a year is going to the costs of vandalism, and indirectly a considerably higher amount for preventive types of measures.

We face the problem of declining achievement, the basic skills that we recognize are so utterly essential for the children of our school system as they grow into adulthood to make their way in life. Every year we have faced a declining achievement pattern. This does not so much reflect a deterioration in the quality of teaching of these boys and girls; it reflects the changing composition of the students attending this school district. We experience in Louisville, as in practically every city, the flight to the suburbs of white, middle-class citizens.

I think one could look at the poverty problem that our cities are facing as a question, if we can think of it in physical terms, a question of critical mass, and that is the sum of the kinds of problems you find in urban ghettos, in the poverty neighborhoods that are fed by the poverty condition itself, that are fed by interracial concerns, is a critical mass, and that is that the total problem is greater than the sum of its parts. That's the condition that boards of education in our large cities are facing; and it is a condition, frankly, that until the 1960s, when the Federal Government began to recognize education and to give it national priority, it was a condition that those of us at the local level facing these problems despaired about.

Now let me say something about what we think might be happening in Louisville, and I want to be very guarded about any optimism. It's cautious optimism at best at this point. I think we can demonstrate to you, and have submitted to your committee in the past, both hard statistical data as well as a good deal of accumulated opinion from people on the firing line who actually know what's going on, but as a result of the implementing of some 35 or more Federal aid to education projects and activities in this school district, we have begun to generate what I would call a ray of hope. There is a light at the end of the tunnel, and I'm not sure that this can be said for all urban conditions. I'm not saying that Louisville is—it may be that problems in our city, because it is not as large as others, because it may not be as far along in terms of some of the factors of social decay as others, but we begin to see something generating here, and I'd like to capture the essence of that for you if I might.

It relates, first of all, to what we believe has been a very great problem in communication between urban school districts and their clientele. I'm talking about hostility, on the one hand, apathy, on the other; the fact that many residents of large cities simply have not felt welcome in their schools, they have felt a sense of rejection from the schools, they have been uncomfortable in going to the schools to express their concerns. School people perhaps defensively, because they haven't known what to do in the face of these rapidly changing conditions, when the types of youngsters and the special needs of those youngsters have been changing very quickly, we could point to schools in our system that have had almost a total turnover not only racially but in the socio-economic status of the students attending these schools, which have presented tremendous problems to persons who have not been accustomed to knowing how to cope with this different type of youngster. But we could point to these conditons and say that as a result of Federal aid to education, that we have been able to implement some processes that we think are closing this communication gap between our community and the school system.

In Louisville I'm sure that some of you have read the information we have submitted, Congressman Mazzoli certainly is aware of the fact that in each individual school in our district, we are creating a neighborhood board of education, where parents and people in that community are elected to that board of education, where teachers from that staff are elected to the board, and in the case of secondary schools students are represented, and that board of education at each local school is given a great deal of policy autonomy in determining neighborhood board of education, where parents and people in that community feel exist within the resources that we have available. We have created, of course, the many advisory committees in dealing with the special programs such as title I and others. But as a result of this kind of interaction, I think that the trust level between people in the community and the school district is improving, and that vehicles are being established by which collaboratively we can begin to face the severe problems that we all share, and decide how we are going to cope with them.

A second thing that has happened as a result of Federal aid is that it has offered us the resources to try some different kinds of solutions to problems when it has become so obvious that what we had been doing traditionally was not only not working but was allowing bad problems to become worse. Now, true enough, there has been a great deal of information coming out of Washington about the lack of success of many Federal interventions in the attempt to cope with poverty or educational problems. As a person who has been on the firing line in dealing with many of those kinds of programs for the past 6 or 7 years, I do not share that negative view. Yes, we can tell you about a number of things we have tried here in Louisville, where a consensus of opinion would say that these things have not been effective or, at best, that our statistical evaluations said there was no difference. But, on the other hand, we see a great many things which are working, and I submit that anytime that we are confronted with the depth and intensity of problems such as we are in our cities, that it is ridiculous to expect within a very short period of time that we can actually lick problems such as poverty or educational disadvantage.

What has happened is that people who are interested in fighting these battles, people who have the courage and the stamina and the creativeity to hang in there, have been given a shot in the arm with these kinds of sources, and that coming out of this has begun to generate, I think, a new spirit, and many good ideas which are beginning to pay off, and we do have documented evidence to indicate changes in the behaviors, the attitudes, the achievement, the delinquent tendencies and so forth which we would be glad to respond to the committee at a later point.

Chairman PERKINS. Mr. Mazzoli.

Mr. MAZZOLI. Doctor, is there anyone in your panel who cares to make any direct statement?

Dr. WALKER. Congressman, as we talked with you earlier about this, we have a wide array of people representing our community, the Title I Advisory Committee, our staff, our board of education has three members present this morning, and with the committee's permission I would like for any of these people to feel free to respond to any of the questions or concerns that you have.

Mr. MAZZOLI. I would appreciate that, and if anybody has anything by way of amplification of any of the statements Dr. Walker has made, I'd appreciate hearing it.

Ms. ROBERTS. Mr. Chairman, I am Ella Roberts, chairman of the Title I Advisory Committee, and a parent first of all.

I would like to say that title I has meant a lot to the children of the inner city, it has meant a lot to the parents. When I was coming up, parents were involved in schools, but as time went on they were kind of turned off, as Dr. Walker just said. With the guidelines that have been sent down from the federal level, the parents are beginning to go back into the schools to ask questions, to say "Johnny needs this, Johnny needs to read", and we hear this as parents, and by being involved, we are able to go back to the local board and work with them, help make the decisions on what Johnny gets insofar as compensatory education. I feel that if this were pulled out from under Johnny now, Johnny would go into a regression, and we have seen people who have progressed, and then all of a sudden have regression, and you come to a point where that is hard to overcome.

Mr. MAZZOLI. Doctor, I was wondering if maybe you would address yourself to the proposals, the so-called Better Schools Act, which is the special revenue-sharing package of the Administration for Education, and the existing program of categorical aid as reflected by the bill which is before this committee and others, H.R. 69. Perhaps you can give us a few minutes of discussion from your part as to the philosophical changes, the general delivery of money to a district within which you can have certain discretionay spending capabilities, and then the existing program as we have known it for these many years.

Dr. WALKER. We have examined what appear to be the alternatives being considered at this point. I'm a little reluctant to try to speak for all members of this group, because quite frankly there has been some element of confusion connected with the special education revenue-sharing bill. We have tried to keep in touch with it but it seems to change hourly.

Mr. MAZZOLI. That has not been limited to the school district of the city of Louisville.

Dr. WALKER. I was certain that I was on safe ground in saying that, Congressman.

Mr. MAZZOLI. You are, very definitely.

Dr. WALKER. I think it is our feeling that as a group, that the special educational revenue sharing, at best, is a pig in a poke, and I suppose that part of it has to do with the language of the bill itself and the provisions, and a part of it is in the reflected attitude of those who have devised it. I think that this is a message that comes through loud and clear.

It is my feeling, as we have examined the various subcomponents, the five areas in special educational revenue sharing, that an urban school system such as Louisville would not fare nearly as well in terms of dealing relevantly with its needs, as it would under the bill 69. We have reasons for that, but I guess after discussing it for some period of time—you see, the Louisville system has been fortunate in receiving a great many different types of Federal aids. Commissioner Marland last year singled the Louisville system out as the national model for their site concentration concept in O.E.

Mr. MAZZOLI. If I'm not mistaken, was there not a film produced, Dr. Walker, with respect to this model aspect of our district?

Dr. WALKER. Yes. The Office of Education made the film I think this past November or December, and it is available for this committee to see if it chooses to see it at some point, at your convenience.

Mr. MAZZOLI. I would like to. I don't know whether we could do so today because of the crowded docket, but I would appreciate your keeping this film around or available because perhaps we could do so at a trip in Washington or another trip here.

Chairman PERKINS. If you will yield, Ron, I would like to suggest that he make available to the committee by letter the amount of the Federal funds that the city receives from various Federal programs, grants, and demonstration projects emanating from the Office of Education. That will be helpful to us.

Mr. MAZZOLI. It sure will.

Chairman PERKINS. I want to compare your city with some of the other cities in the country. I don't represent a city myself, but I want to see what's going on.

Dr. WALKER. To be a little more responsive to your initial question, we have not found it a problem in dealing with categorical aid at all. In fact, we see some advantages to that. I guess that this country in terms of mass media and communication really thinks at a national level. We may still cherish local rights and responsibilities, but we think on a national level, and great priorities are established through the media on a national basis. I really am reluctant to think about the Federal Government diminishing not only its financial role which, of course, is significant in education, but diminishing its interest by, in a sense, delegating total policymaking responsibility for educational priorities to State and local governments. We are already in that ballgame. It's not a question of shutting out local school districts. We are in it up to our ears, the State governments have a legal responsibility providing education, other primary and regulatory bodies for education, and I think if we are honest about it and look back at what has happened in the past decade that it has only been since the increased interest of the Federal Government in the educational legislation of the 1960's that this country has really begun to focus on the need for educational change and coming to grips with some of the severe educational problems that we face.

Mr. MAZZOLI. Dr. Walker, I have heard so many times that perceptive and progressive and interested local school administrators always had problems because of the infernal Federal redtape and strings, your hands were latched behind your back, you couldn't in many cases do the sort of job you wanted to do. Now, my first question is has this been alleviated at all and, secondly, if not, do you have any suggestions for this committee by which we could alleviate this problem if the drift to special revenue sharing is not feasible?

Dr. WALKER. I don't—two responses—I don't like to fill out forms, nobody I guess really does, but I'm not sure that any kind, whether we are talking about a local problem—after all, we are audited, we have certain kinds of accountability, our board of education, we have to channel reports to them twice a month and this type of thing, to the State department we have the same kinds of responsibilities and, frankly, I haven't seen any difference in terms of the amount or volume of "redtape" with the Federal Government. This has not been a concern of the Louisville school district.

As far as applications and grant proposals, things of this kind, I think it's rather ridiculous to expect the school district to try to implement some significant type of change or new program without having very carefully thought it out, planned it in great detail, and that's simply what a grant proposal is. It's an assurance that before entering into an activity, that you have very carefully thought out where you are going, how you are going to get there, and how much money you are going to need and so forth.

Mr. MAZZOLI. Thank you.

Chairman PERKINS. Mr. Brademas.

Mr. BRADEMAS. Thank you very much, Dr. Walker. It is a great pleasure to hear your comments on the legislation under consideration.

I might just make a few observations in response to what you have said, because you were speaking a moment ago of accountability, and I was in Memphis last night speaking at a symposium at Memphis State University on the subject of accountability. I there tried to make the point that one of the shortcomings of the administration's proposed revenue-sharing proposal is that it represents a retreat from accountability for the expenditure of public funds, in that the money is simply put on the stump and then you run off and don't pay too much attention about how that money is being spent.

I think you will also not be surprised to learn, Dr. Walker, that your colleagues who are your counterparts in Memphis in Shelby County, Tenn., share your fears about revenue sharing and its impact on that urban school system, which I think is the 10th largest in the United States. And they express no apprehensions about the so-called redtape that the present Elementary, Secondary Education Act involves. Indeed, they strongly endorsed an extension of the legislation.

Moreover, I was struck by what the president of the Memphis Board of Education, Hunter Lane, Jr., said in commenting on my own remarks about revenue sharing, and I here quote him from this morning's commercial appeal, "I don't think we are equipped to make a proper determination how to spend the money if someone gave us several million dollars." That's the president of the local school board in the 10th largest school system in the country, publicly indicating that he didn't feel the school board was properly able, at that point in time, to intelligently spend that much money.

And I was struck also by the article in the New York Times of March 19, entitled "Shifts in Federal Aid Alarm New South", and, Mr. Chairman, I'd ask unanimous consent that it be included in the record.

Chairman PERKINS. Without objection, so ordered.

[The document referred to follows:]

New York Times

SHIFTS IN FEDERAL AID ALARM 'NEW SOUTH'

(By Jon Nordheimer)

ATLANTA, March 18.—The Nixon Administration's current and proposed cutbacks in social services, coupled with rising doubts about the distribution and efficacy of revenue-sharing funds, have generated confusion and suspicion in the South, where nearly half the nation's poor and blacks live.

Progressives and moderates are alarmed by Mr. Nixon's proposal to shift control of billions in Federal money to state legislatures through "special" revenue sharing. The fear is that this will inevitably mean a reduction in aid to poor whites and blacks, whose needs have been largely ignored by the Southern white power structure in the past.

Under special revenue sharing, many of the categorical-grant programs of the New Deal and the Great Society would be replaced with "block" grants earmarked for broad categories such as education and urban development. The

states would determine allocation of the money within the categories. The Administration has said this is not intended to cut aid to the poor.

Special revenue sharing, if adopted by Congress, would be in addition to the current program, called general revenue sharing, which was adopted last year. But there is confusion, even at the highest levels of state government, about general revenue sharing.

As distinct from the proposed special revenue sharing, general revenue sharing is already providing totally unrestricted funds that communities can use as they wish. These funds were originally described as extra money, but some states fear that they may be needed to replace Federal aid lost through budget cutbacks and President Nixon's impounding of money for some programs.

There are already signs that the first wave of general revenue-sharing money is being used in a highly political way to consolidate middle-class support for the program. The states, counties and cities are buying parks, fire trucks and police equipment in a frank admission that the public needs to see tangible results from the program.

Almost nowhere has the money been used to fund continuing programs for health care and social action, or for innovative measures to improve governmental services to the general public.

This change in direction comes at a time when the Southern States were beginning to emerge from an old image that they were either too impoverished or too insensitive to care for the poor, the sick and the elderly.

After lingering as a group at the bottom of national rankings on housing, health and education, the Southern States, under new moderate leadership, had been vigorously applying for Federal matching funds to improve these services.

For the most part, the old attitude that participation in Federal programs was an invitation for "Federal meddling in our affairs" had been pushed aside in the desire to catch up with the rest of the nation.

GOING TO BE FIGHTING

Like many Governors and Mayors, Mr. Askew had originally endorsed the concept of revenue sharing but now, he says, it has evolved into "good old-fashioned buck-passing."

"I have no intention of asking the people of Florida to vote for new state and local taxes for needs that should be met with what they're already sending to Washington," Governor Askew said.

"Georgia,", Governor Carter explained, "has been able to absorb the losses of some of the social service programs, although most of it has been done at the expense of other programs, education for example. But there is no legal way for the state to take up the slack in areas where local programs have been affected."

Most municipalities in the South, a random survey showed, were planning to use the revenue-sharing money to improve services or wages or for capital outlays. But there is a fear that most of these improvements are aimed at the white middle class.

MAYOR IS CONCERNED

"Maybe the Federal poverty programs didn't accomplish as much as they were designed to do, "said Pat Watters, an aide of the Southern Regional Council here, a nonprofit information order, "but at least they had the poor black folks of poverty.

"Ultimately the Legislature will control the expenditure of revenue-sharing funds and the problem will be that the legislators are going to be fighting each other for a share of it," said Gov. John West of South Carolina, one of seven Southern Governors interviewed on the subject.

"A legislator from an economically healthy district who sees a million dollars going to a poor district next to his is going to want a million dollars for his constituents, too," Governor West said.

The advent of revenue sharing and the elimination of certain Federal poverty programs comes at a time when the states of the South are enjoying revenue surpluses. These stem from a prospering Southern economy and from sales taxes that are bringing in unbudgeted millions as inflation sends up the cost of groceries and other taxed goods.

ISSUES FACING STATES

Mississippi illustrates the confusion now facing the states as they try to resolve the following issues:

¶ What the priorities for general revenue-sharing money should be.

¶ Whether state surpluses should be used for tax relief or for upgrading state services.

¶ What responsibility do the states have to pick up the slack caused by Federal cutbacks.

Mississippi has consistently ranked last or near the bottom in many rankings on income, housing, education and social services.

Per capita income in 1970 was $2,561, compared with the national average of $3,910; one-fourth of all housing is substandard, and the back population, still more than a third of the state's total despite decades of emigration, exists for the most part (60 percent) under the poverty level.

Despite political hostility by white Mississippians to Federal spending programs directed at aiding the poor, the funds for more than a third of state expenditures come from Washington.

The first impact from the Federal cutbacks is expected to be felt this week. About 1,000 jobs in child-care programs are endangered by the withdrawal of Federal matching money for private funds. This is expected to eliminate the care of many children, of whom about 30 percent are handicapped.

PROTESTS BY GOVERNORS

Also, about 65 percent of the working mothers with children in day-care centers will no longer be eligible for federally funded day care because of new income rules. Whether they will be forced to return to the welfare roll is still not certain.

About 500 jobs in Mississippi are being eliminated by the dismantling of the Office of Economic Opportunity, and an adult education job and job training program, sponsored by the Roman Catholic diocese with the aid of matching Federal money, is being drastically reduced.

Gov. William Waller, a moderate, has joined other Governors in protesting these reductions and saying that they will have a disproportionate impact on poor rural states, which tend to have less of the population and more of the problems.

The State Legislature last week approved a bill to use part of the state's general revenue-sharing money for for capital outlays, principally for education.

The conservative Mississippi Legislature (there is only one black in the 174-member body, although the state has 900,000 blacks living in it) has wanted some form of tax relief that would generally benefit the middle class.

Governor Waller, while advocating caution because of the nation's economic swings, had put forth a plan to use $25-million of the revenue-sharing money to build a state amusement park. The legislators dubbed the proposed park "Waller Wonderland" and pushed the proposal aside.

OTHERS REJECT PROGRAMS

Other Governors, among them George C. Wallace of Alabama, have rejected on mainly ideological grounds the suggestion that the states pick up any of the programs now marked for oblivion by the Nixon Administration. "If Washington decided these programs weren't worth keeping, we don't want to get into the same jam," said Gov. James E. Holshouser Jr. of North Carolina, a Republican.

But another Republican Governor, Winfied Dunn of Tennessee, and the state's two Republican Senators, William E. Brock 3d and Howard H. Baker Jr., have protested some cutbacks, particularly the closing of day-care centers and mesasures that will limit services to the physically and mentally handicapped.

Some other Southern Congressmen are convinced that some of the categorical programs are worth salvaging, but they find it politically expedient to challenge the President on the constitutionality of his actions, particularly his impounding of authorized funds, rather than to confront him on ideological grounds.

Governor Dunn said, "About 49,000 of our retarded are being hurt by thse cuts, and I've tried to convey to Washington that they've taken the wrong approach on this thing. There is a lack of wisdom and knowledge shown in some of these cuts and they are imposing unnecessary hardships on us."

"I've been a conservative Republican all of my life," he added, "but I know that this state of ours, by any stretch of the imagination, has not provided enough services to all of its people."

The harshest Southern critics, however, have been two Democrats, Gov. Reubin Askew of Florida and Gov. Jimmy Carter of Georgia.

HAVE TO BE VERY CAREFUL

"The states have to be very careful about the way the revenue-sharing programs are going," Governor Askew remarked. "If we start on-going programs we will be obligated to continue them if Congress in the future decides to terminate general revenue sharing."

Moreover, a loss of more than $100-million in human resources programs as a result of the President's 1974 budget proposals is forecast for Florida, while the state will receive less revenue-sharing money than had been anticipated, he said.

"Time after time we seem to find ourselves asked either to spend state and local funds on necessary programs that have heretofore been funded by the Federal Government, or involved for the first time and learned how to operate inside a governmental system. Now there's a completely new set of ground rules to learn about where to go and who to see to get money and power."

In Raleigh, N.C., Mayor Robert Bradshaw, 34 years old, is juggling requests from many sources for a share of the city's revenue-sharing funds and worrying about the consequences of the Federal cutbacks on racial tranquility in the state capital.

"It strikes me that if the Administration had put as O.E.O. work as it has in dismantling its programs, it probably would have been a success," Mr. Bradhaw said in an interview.

ALL OF THE PROBLEMS

He also challenged the Administration's original statement to the Governors and Mayors that general revenue sharing was "new money" and was not supposed to be a substitute for reduced categorical funds.

"We're going to have all these people [O.E.O. workers] knocking at our door in the next few months and we don't have enough money to spread around," Mayor Bradshaw siad. "Neighborhood Youth Corps money is out the window and I don't know what's going to happen this summer with all the unemployed kids on the street.

"The people on the receiving end are real angry. Now the Mayors are being given a little bit of the money and all of the problems. And we can't even call out the National Guard," Mr. Bradshaw said.

He said that Raleigh had only recently become involved in Federal programs because of a fear that Federal money would bring Federal controls. He said the revenue-sharing program had no guidelines to prevent racial discrimination in its disbursement.

NATIONAL PRIORITIES URGED

"There wouldn't have been a need for Federal programs in the first place if local government hadn't abdicated its responsibilities in these areas," he said. "What we need now are national priorities and national leadership, not a fight on the local level about where the money is to go."

The uncertainty shrouding the prospects for the passage of and the final form of special revenue sharing poses enormous fiscal problems for state legislatures that must prepare budgets without the assurance that this money will be forthcoming.

Many of the Southern legislatures are currently in session and drawing to a close, faced with constructing a balanced budget while huge grants of Federal categorical money are drying up.

Mr. **Brademas**. The article points out that there is a rising alarm throughout the South about revenue sharing replacing the existing categorical programs for two reasons. First of all, it will mean less money for Kentucky, for Louisville schools and for other schools in the South and, second, as I believe you were suggesting if I did not misunderstand you, Dr. Walker, moving toward revenue sharing will mean a weakening of our capacity to target Federal dollars to meet the problems where they are the greatest, meeting the problems of those who we may in our society call vulnerable, the poor, white and black, very young children, the elderly, people who live in the inner cities.

And that leads me to the conclusion that the expenditure of Federal dollars through revenue sharing is most irresponsible indeed.

I think it's also important that we not forget that in February 1971, when President Nixon was drumming up support among the Governors and the mayors of the country for general revenue sharing, he said and I quote the President's remarks of February 4, 1971, "It would not require new taxes nor would it be transferred from existing programs." Well, the fact of the matter is, as my colleague, Congressman Mazzoli, has already indicated, revenue sharing, both general, and the proposed special revenue sharing for education, will come out of existing programs. So you're going to end up worse than you were before.

The final point I would make, Mr. Chairman, with respect to the article on the adverse impact of revenue sharing in the South, is a quotation from this article from your own Governor, Governor Winfield Dunn, who has protested, I understand, some of the cutbacks which the Nixon administration is seeking to impose on a variety of services to children, and measures to the physically and mentally handicapped, and he says, and I'm quoting Governor Dunn, "I have tried——

Chairman **Perkins**. Governor Ford.

Mr. **Brademas**. This says Governor Dunn of Tennessee. Have I got the wrong Governor?

Mr. **Mazzoli**. The wrong State.

Mr. **Brademas**. Sorry.

Mr. **Mazzoli**. Make the point, John. It's a good point.

Mr. **Brademas**. The point I am making—I have been making speeches in so many States this week. I have been in New Jersey, Kentucky, New York, but in all of these States, whether it's Kentucky, Tennessee, or Indiana, I must say that on the part of the people at the grassroots, whether they are school superintendents, whether they are mayors, whether they are Governors, they are not complaining about the Federal money coming into their communities, and most of them have been asking for an extension of the existing programs. I take it from your statement, Dr. Walker, that you endorse an extension of the Elementary and Secondary Education Act.

Dr. **Walker**. Yes, sir, I do exactly that, and I'm thinking beyond just the Elementary and Secondary Education Act. I'm thinking of the several types of categorical programs that O.E. the Federal Government has been involved in. It does cover a very broad spectrum of national needs, and I think that with the creative use of those kinds of funds at the local level, it's quite possible to put together a very integrated, meaningful attack on your local problems.

Mr. BRADEMAS. I might just here interrupt to commend Congressman Mazzoli yesterday for giving his support, or 2 days ago, to an extension of a very important categorical program, the Education of Handicapped Children Act, which means a lot in your district.

Dr. WALKER. I don't think you need to be concerned about the reference to the Tennessee Governor, because the Kentucky Governor has taken exactly the same position.

We could have other members of our school community here this morning who in many ways can speak specifically to our concerns.

Chairman PERKINS. Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

Being from Michigan, I can understand how these fellows from Indiana can get confused about where Kentucky is.

Doctor, it's a real pleasure to be here in Louisville. I am especially happy the committee has had an opportunity to come to Mr. Mazzoli's hometown, because he has been a very aggressive addition to our committee and a very strong fighter for strengthening the kind of legislation that the people up here I think are proud to identify with Carl Perkins' leadership on the committee. There isn't any education legislation on the books now, of any significance at least, that doesn't have the indelible stamp of Carl Perkins and there is nothing that Carl Perkins does that doesn't have the indelible stamp of Kentucky on it, and there isn't a formula that doesn't do well by Kentucky. You notice how quick he perked up there to see how much money Roman was getting over on this end of Kentucky.

Dr. WALKER. We are very happy with that combination you described.

Mr. FORD. I was looking through my briefcase that people gave me to try to catch up on while I was on this trip, and I hadn't seen before the comments of our colleague who finally introduced the President's bill. He might take some encouragement from this as I have.

A very unusual thing happened last Monday, in that the administration's big guns appeared before the committee to explain education revenue sharing, but had not yet found a Member of Congress willing to introduce it. Formally the bill is introduced with much fanfare if it is an important piece of legislation that the President likes, and I don't think that it is complimentary that the President has had to shop around until the middle of March to find somebody to put his bill in. But it's interesting. I'd like to read what the now sponsor of the bill had to say when he introduced it. He is a colleague on the committee, and I think a fine and honorable gentleman. He says:

> Mr. Speaker, I am today introducing at the request of the administration the Better Schools Act of 1973. I am introducing the bill in part because my obligation as ranking Republican on the General Education Subcommittee of the Committee on Education and Labor includes the presentation of administration legislation. There is much in the bill which I favor, particularly the concept of consolidating a number of formula grant programs, many of which have resulted in more paper work than money. There are also features of the legislation which I question.

And he goes on at some length to indicate the things that he questions. I am heartened by this, because I have suspected for some time that most of the talk coming out of the White House about beyond what we call our title I areas into other parts of the community.

Like so many big city schools, we do have financial problems. Louisville was, I guess, the first school district in Kentucky that had to have a professional from the State board of education to operate as a deficit district last year. Our problem is not as severe as that of Detroit which is functioning somewhere between $50 and $70 million dollars in the red this year, or New York City, or Philadelphia, or Chicago; but, in terms of the perspective of Kentucky, it is a very severe financial problem. It is a result of all the factors I enumerated earlier. So we are not in a position, Congressman, in a sense, and I guess I would have to say this, that to some degree there is a bit of mythology in the concept that many Federal programs should stimulate ideas and cause development processes which would later then be assumed financially by local governments. That's not always possible. We find ourselves really strapped at the local level, and I'm sure that the same is true at the State level, and when one examines the financial resources of this State, and you look at the effort index, that is, what percentage of personal income is being paid out in various kinds of taxation, the same Kentucky is making, in a sense, a reasonable effort in contrast to some wealthy States who with that same effort can do more. So I guess, yes, we do have spin-off effects, but if it is something that involves any considerable outlay of money, the school district of Louisville is not in a position to do that with State and local funds. We just don't have those available.

Mr. FORD. Assuming the same amount of money that is now coming into Louisville under the various categorical titles of the sound like a very progressive thing, we'd like to assume we could Elementary and Secondary Education Act, and although it doesn't stand pat. That's the liberal position, trying to stand pat, not go backwards. We don't think about progress anymore. Assuming the same amount of money, if some new way of delivering it were devised, given the kind of pressure you have just described on the State and local resources for educational funds, would you be able to use the funds in the way you now use them for supplementary education as distinguished from supplementing the general fund for other educational needs?

Dr. WALKER. I think far less; far less.

Mr. FORD. At least there'd be some considerable community pressure, would there not, to——

Dr. WALKER. I think that as a Congressman and all of us working with the public, and also being in the position of having to point up public problems and try to get people's attention to deal and cope with public problems, and with our sort of natural tendency to avoid problems as long as we possibly can, I think there is a real advantage to the Federal Government's categorical approach to education, because you will be able to identify specific problems and make funds available to attack that. Then leave the general funding of education and support services maybe to the State and local level. That doesn't mean that I think that it's beyond reason that the Federal Government at some time might be able to consider some aspects of general aid to education, but I still think there is a real advantage in categorical approaches in attacking specific problems, some fancy new program called education revenue sharing was window dressing designed to convince your constituents and ours that there was some new magic way in which you could finance schools, remove the pain of the Federal Government being involved, solve all the problems and do it cheaper, and I suppose at the same time reduce local property taxes.

The promises for these panaceas are always very great. I'm gratified to hear you, as a superintendent of an outstanding school system that has come a long way, talking openly and candidly about the fact that direction given by this Federal legislation since 1965 has been operating to the advantage of imaginative school people who would use these funds to try things, improve things that had heretofore only been discussed.

I had the great privilege of attending your University of Louisville for one semester at the end of World War II as a V-5 student, and it was quite an experience to go to school with girls who had never been in high school with boys before. I think fondly of that semester during my years of maturity.

I do have some idea about the progress that has been made here in terms of different thinking, I guess now in not such a short time. I'm gratified to see what we have seen and heard in Kentucky yesterday and today, not only from people from Kentucky, but from States more southern than Kentucky. Up in my part of the country there is a tendency to believe that too much attention has been paid to New York City and Los Angeles and Chicago, and maybe I could mention Detroit, but we don't consider ourself to be sort of in that same league, and that really shows there is some special group of people that is benefiting from these educational programs and they don't have a general impact on education.

Could you——

Dr. WALKER. I really can't sufficiently emphasize that without what has happened in the past 10 years, the accelerating decay and decline of big city schools would be far down the path from where it is.

Mr. FORD. We have heard some interesting stories of programs undertaken under title I that have had sufficient success to cause local school people to decide to use their State and local resources to spread these to all children, not just the ones for whom title I is targeted. Have you had similar experience of any kind here in Louisville with the use of Federal funds in programs that are now being carried on as a part of your regular school program?

Dr. WALKER. You're asking about the use of the targeted Federal funds in nonpoverty areas?

Mr. FORD. No; has Louisville undertaken to continue any of the programs that were started with the targeted Federal funds?

Dr. WALKER. Yes; we have developed a number of instructional models, some organizational patterns by use of paraprofessionals, the concept of community involvement through neighborhood boards, all of these kinds of things, ones having been developed in the target areas and of course the development process is always more expensive in a sense than a further extension of those ideas, and some of the ideas are really not very expensive as far as grassroots participation of people is concerned. Those things have spread that as long as if the Federal Government is willing to start supporting education in a general way and disregard the special needs which may or may not get dealt with at other levels of Government, then I think there is going to be a certain tendency on the part of State and local governments to lessen their effort to do their part of the job.

Mr. **Ford**. Thank you very much.

Chairman **Perkins**. Mr. Lehman.

Mr. **Lehman**. Once again I want to tell everyone here how pleased I am to be in Louisville and what a privilege it is to talk to the education leaders that we have here today.

I'd like to ask about three real quick questions and then I can sit back and try to see how you can help me on these.

One, how is Dr. Lehman? If any of you see him, give him my regards. We have something in common.

First, what if general revenue sharing were in effect? This is mainly to school board members. I know how it affected me; we were subjected to a great deal of pressure from various segments of the community in regard to spending money that has not been allocated categorically. I know that 30 percent of this money is flexible. What would happen in your opinion to the so-called vulnerable students that this money is going to now if 30 percent of it in all categories—could be moved around? I think in one category the whole fund could be moved around. When you are faced with pressure from physical education people, when you are faced with pressure from drug abuse people, as good as these causes are, and also from your employee groups, will not this money be subjected to the kind of pressure from other groups? Would not this 30 percent actually become part of the collective bargaining process and not necessarily arrive at its proper, intended destination?

That's one question.

The second question I'd like to address to the superintendent, if I can. From the results from talking yesterday and some previous experience I had, I think what we need are not less categorical funds but more, because I see certain areas that are still not covered, and one is your safe schools or your school protection. What can you do and what are you doing, perhaps in relation to using paraprofessionals as you would neighborhood community people or parents, to use them as patrol people for school protection or in the school district? Two, what are you doing with schools that are not necessarily target schools now because they have been properly integrated, and for the disadvantaged students in those schools who are not getting any help under the title programs, who probably need it even more so than perhaps a school where they were getting it that was predominantly all a poverty level school?

Really I guess I have asked two questions and then I will just sit back and see what I can learn, because that's what I'm here for.

One of the school board members.

Mr. **Detrick**. Scott Detrick.

Chairman Perkins, Congressman Mazzoli. I first would like to preface my remarks by saying just a little bit about the Louisville School System. As a longtime member in the early fifties as a layman, I have seen the change that Dr. Walker has talked about. I have seen this new ballgame come into effect in the city of Louisville, but not only in our city. Serving on the national board, I have seen it in all other cities. When I see what is happening in our system with Federal moneys, when I have seen this new training and I have seen this program get down to where the rubber hits the road, right in the classroom with the student, and I'm talking about a new kind of leadership. And leadership is nothing more than giving human beings faith in themselves.

In direct answer to your question, I would hate to see any of this money, the 30 percent or whatever it is, go in other directions and us not be able to continue the kind of work that is going on in our inner-city schools. As Dr. Walker so ably said earlier, all of these programs that we have tried haven't worked, but when I see the slipping that our school system did, and then I see the almost shock and stop as to where we had been slipping, and a turn around, we haven't seen all the daylight yet but I am just so pleased as a board member in this system to see what's happening to our inner-city kids through the use of our Federal money. So, no, I wouldn't want to see this 30 percent channeled any other way. I'd like to see it stay right where it is.

Mr. **Lehman**. And you wouldn't like to have the pressure put on you to put it some other place?

Mr. **Detrick**. I don't mind pressure. Pressure doesn't bother me. I just hate to see an interruption of the good things going on in our school system.

Mrs. **Eubanks**. I am Aretha Eubanks, I'm speaking strictly from the grassroots as a heart of the inner city here. Dr. Walker was right a little while ago when he mentioned a certain amount of apathy in your inner-city communities as far as the school system was concerned because most residents there felt who cares. Since the implementation of federally funded programs, say about 6 years ago, we have been encouraged not only as parents but as citizens to take an active part in input as far as the educational programs of our children is concerned. I don't speak only as a black parent, because a little while ago when statistics came about that said Kentucky children were reading 4 and 5 years behind the national norm, it didn't say Kentucky black children, it said Kentucky children as a whole. As a parent I was encourgaged to come in and give some active input. So what do you want to do about it, and you run to the school board and say, "For God's sake, come up with something that's going to teach the children to read." And so today most of that Federal money was geared toward reading, this was our top priority. This proves to me that somebody in Federal Government is listening to something I have to say.

Now, under special revenue sharing, I'd like to know just how effective is my input going to be as a parent, and if you are going to take something away from the children like that, then show me something that you are going to put in its place that's going to be better, and up until now, speaking strictly as a layman, I haven't seen or heard of anything to this effect.

Mr. **Mazzoli**. Mrs. Eubanks, I guess theoretically the administration might feel that by returning money to the local districts, largely without strings, destined for certain categories of spending, but without further Federal oversight, that this in fact enhances your opportunities as a parent, black or white, to get at it because you can put your finger on those people handling this money to say this is what I think you ought to do with it.

Nonetheless that, as I say, is the technical explanation of this new federalism, the return to the local districts of the decisionmaking power. The distinction seems to me, however, that technically this wouldn't work and probably wouldn't in a large number of cases. I think it ought not to be dismissed out of hand. I think that there are areas and I think that Superintendent Walker mentioned that under some circumstances and in due course some of these programs may have gone beyond their infancy, may have stabilized, dug their roots and therefore could survive where they have to do battle with the—you know—other programs for a certain amount of money. It is my personal feeling and it is a feeling I think of a good number of the members of this committee, if not all of them, that the categorical programing permits you to have input locally through your school boards and then up the line, or for those who care to come to Washington. But where it gives you great protection is once the program has been implemented, whether because of your input or because of the input of the experts or because of one of us who devises a particular program, that once having that program constructed, that money is earmarked, it's targeted, it is focused, it's channeled exactly to that end and nothing else can happen to it, it must go there.

Now, this has been good because if the purpose is good, the program is good and the implementation is good, your money is there and the problem isn't going to be diminished. One of the objections has been that this so limits local areas. If they don't have the problem that somebody has on the committee, some educator has in another area, then this money is largely useless because it must be spent only one way, and the local district, if they have a change of condition, a change of circumstances, or a less emphatic problem, is without the discretion to use the money somewhere else. So you have a twofold problem, but I think it's certainly my feeling and I believe it is shared by most everybody here, that the categorical programs may be problems, the categorical problems may cause redtape and may provide the fertile groundwork for a whole new breed of catchall Federal grantsmen who know how to best write the programs and use all those fancy words that Federal officials understand, but nonetheless it has provided a way and a means by which money could be focused and used in a local community. That's a very good question. I thank you.

Mr. **Ford**. Mr. Chairman.

Chairman **Perkins**. Mr. Ford.

Mr. **Ford**. Mrs. Eubanks, the requirement that's now in the Elementary and Secondary Education Act was not foreseen by us when we originally wrote it in 1965. We discovered to the surprise of some of us that there are some parts of the country where there is absolutely no tradition of the local school officials having any kind of contact with the citizenry except occasionally at an election, and this is particularly true in places where the school board doesn't run for public election but is appointed by some other political figure, like a mayor or in some instances the Governor. We put into the Federal law a provision directing the Secretary of HEW to establish parent advisory councils in these several programs, and title I was the first one in which he moved. Just 2 weeks ago we had several hundred people from around the country who are members of these parent advisory councils testifying from their point of view as to what ought to be done with this legislation, so they are not only, as you have indicated, communicating with us through their school board, but are now organized to the point where they come directly to Washington and say "Here's our suggestion." There is a whole group of requirements in the Federal law to "encourage", and I use that word with quotation marks around it, reluctant local political figures to consult with various elements of the community. For example, while many communities are torn apart with tension between public and nonpublic schools, we anticipated this and decided the best way for them to solve this was to talk to each other, so also we have a requirement that in devising these programs, representatives of nonpublic-school students will be consulted at least so that they have an opportunity to express themselves.

It is interesting to note that the President's special revenue sharing program, introduced under the rhetoric of giving more local control, eliminates all of these requirements that school officials would have to consult with citizen groups or interested groups in the community. It is just absent from the legislation, and I don't think that's an accident if you realize that on the 1st of this month the Acting Director of the Office of Economic Opportunity issued orders that, for all intents and purposes, they will demolish every community action agency in the country, and what is a community action agency? We set that up deliberately as a mechanism so that there would be some way for people who felt themselves heretofore to be powerless and voiceless to participate in the decisionmaking process, not necessarily to sit at the city council table and appropriate the money, but to have a forum, not as a mob on the street, but as citizens with dignity, to have an input in devising the programs and delivery systems for the Federal programs from their point of view that would get to the people for whom they are intended.

What we see in this new approach, at least this member sees, is the administration withdrawing from the previous commitment that the Federal Government has made that citizen participation should be at the grass roots, and I hope you'll fight anybody who supports that kind of retreat.

Dr. WALKER. Congressman, I'd like to respond to Congressman Lehman's questions earlier, but I would like to add in the words of the famous French philosopher, Alexis Tocqueville, who said, "What good does it avail to overthrow a king if the alternative is to bow to the petty dictates of a clerk?" I see the centralization in somewhat this same light, the fact that we are simply moving some decisionmaking back from the Federal level to the State level or to the local level and putting it in the hands of, say, a superintendent of schools, or a mayor, does not necessarily guarantee that people affected by thse kinds of programs are going to have a legitimate, authentic voice in their determination. As one of them, I can say that school superintendents have sometimes been some of the most insensitive autocratic people that politics had invented, and without some kind of gurantee that the client system of public schools is going to have that kind of voice, it may or may not happen, you see, and the Federal Government has indicated a greater sensitivity to this need.

I point out that until the legislation of the 1960's when we started talking about citizen advisory councils and this type of thing, education had been around for a couple of hundred years in this country, and yet we had been moving gradually from that kind of grssroots involvement. So the point I think you make is a very good one.

Chairman PERKINS. I am going to call on Mrs. Franklin in the absence of Congressman Quie.

Mr. LEHMAN. Would you finish answering my question first?

Dr. WALKER. You asked about paraprofessionals. It's an area that we think is very profitable. We now have employed, in various programs, some 676 paraprofessionals in the Louisville school system, so that we certainly agree with you, both in principle and practice.

You asked what about children who had educational disadvantages but were not attending targeted schools. This is a concern that we have, frankly. As long as resources are as limited as they are, where we are only able to touch in an impact way, where we are really concentrating our attempts to deal with problems at the most severe locations, we are only touching about 50 percent of our eligible poverty children in the city of Louisville.

I would say this, though, that those youngsters who are in schools where the poverty incidence is not high are probably able to claim a greater share of time and attention to the resources of that particular school, because they are not in one of those situations that gets into the critical mass kind of syndrome that I was mentioning earlier.

Chairman PERKINS. Mrs. Franklin.

Mrs. FRANKLIN. Thank you, Mr. Chairman, for giving me this courtesy to speak for my boss who is Representative Albert Quie, the ranking Republican of this committee. He had to return to Washington and he asked me if I would look after his interests in the committee this morning.

First of all, I'd like to say what he said yesterday to the witnesses, and that was this, that revenue sharing doesn't have a chance in that Congress, that the Member who introduced it for the administration introduced it by request, and you have seen the lack of Democratic support for it. Mr. Quie quarrels with it, and he is the ranking Republican on the committee, and so there is very little chance that revenue sharing has any possibility of passing in this Congress.

Chairman PERKINS. Any further questions, Mrs. Franklin?

Mrs. FRANKLIN. No, sir.

Chairman PERKINS. Thank you for your contribution.

Let me compliment our distinguished friend, Mr. Walker, for a great statement, and you too, Mrs. Eubanks, for your contribution. You know, title I requires that parents be involved in planning and operating title I programs, whereas in the so-called special revenue-sharing package there is no requirement or involvement of that type.

The present title I formula gives school districts money, Mr. Superintendent, based on the number of children from families with incomes under $2,000, and number of the families over $2,000 who are on aid for dependent children in the country. This is multiplied times one-half the State agerage per-pupil expenditure, or one-half the national average, which ever is the most advantageous to the States. Under the so-called special revenue-sharing formula, this is changed considerably. They go back and pick up a study by Mollie Orshansky. She determines the number of children based according to rural or urban status, sex of the head of the household and income. Then the administration changes the formula by giving only 35 percent of the average per-pupil expenditure and it drops from present law the opportunity to take one-half of the national average. I cannot visualize the people in Kentucky supporting such a radical change in formula. How do you view this kind of change in the formula?

Dr. **Walker**. Chairman Perkins, our staff had to have a chuckle or two yesterday when we were discussing that formula which refers to 35 percent of two-thirds of the national average, which any mathematician can tell you is like 23.2 percent of the national average. They just didn't say that.

Chairman **Perkins**. Yes, that's about what it comes out.

Dr. **Walker**. I don't know whether it's our paranoid condition or not these days, but somehow during the revision of the——

Chairman **Perkins**. I think was just written to confuse the people.

Dr. **Walker** [continuing]. The percent for the territories went from 2 to 3 at the same time that that percentage had dropped from 25 to 23, and the information we had was that somehow the team putting the bill together forgot about the Indians when they were discussing the needs of the territories, and I suspect that maybe——

Chairman **Perkins**. Well, now, let me ask you and your title I coordinator another question. How have you evaluated the achievement results of your title I program here in the city of Louisville?

Dr. **Walker**. Mr. Chairman, we have——

Chairman **Perkins**. Just a condensed answer.

Dr. **Walker**. Somehow I have the feeling you have heard this gentleman before.

Mr. **Detrick**. In Louisville Dr. Walker has established a department of research and evaluation which is responsible for evaluating all projects in the Louisville public school system, both funded by the Federal Government, by the State, or by local effort, so that we have provided two things.

One, a straightforward product evaluation where we are looking before the children enter the program and after they enter, looking at preachievement to postachievement change, attitude, and personality change and we are also using something called a process evaluation which provides information back to the title I director and the title I advisory committee about the progress of projects in title I during the school year so that if there are problems they can be corrected prior to the time of the school year. Additionally, we have been working with the title I advisory committees providing training for them in the utilization of data, in the utilization of test results, interpretation of tests, and other things.

Chairman PERKINS. Have you obtained better results in recent years than you did under the first 2 or 3 years of title I?

Mr. BARBER. I have only been in Louisville and this research evaluation project has only been in operation since 1970, sir, so I have no comparative data similar to the kind of data that we are collecting now. I believe we have, at least our colleagues, other research evaluation departments say that we have, one of the best operations in the country.

Chairman PERKINS. What are your latest results in achievement gain?

Mr. BARBER. We have had a gain in achievement scores in all Federal projects combined. I would have to take some time to identify specific title I programs. I do know that in reading programs there has been some slight gain.

Chairman PERKINS. How are you primarily spending your title funds here in the city?

Mrs. SMITH. I am Mary Eliza Smith, a title I director. Most of our money in title I is going into reading, primary reading, that's our top priority right now. We are also putting a little share of the money into kindergartens, full-day sessions. I guess our next prior ity would be reading, seventh and eighth grades.

Mr. BRADEMAS. I want to make an observation following what Mr. Barber just said about what you are doing in the way of evaluation. I think it may be relevant to the overall policy problem we are considering here today, in view of President Nixon's statement some weeks back, and indeed repeated statements that the President has made that you cannot solve social problems by throwing money at them, which I suppose is like saying water runs downhill, not something with which one can very easily disagree. But the President went ahead to say that he had made a careful examination of many of the Federal programs in the fields of education and other social programs, and had found that they simply hadn't worked. In my judgment that's so much nonsense, because anybody that knows anything about these matters, and I don't think the President of the United States does know very much about these matters or he wouldn't have made such an indefensible statement, knows that in the first place the science of evaluation of social programs is not very much advanced in this country.

In the secon place, we only wrote the Elementary and Secondary Education Act in 1965 and, as I recall, Mr. Chairman, we didn't get any money for it until about a year later. This is calendar 1973. There seems to be on the part of some people in the administration a kind of slot machine mentality toward human behavior that assumes if you put a nickel in the slot on Monday you ought to hit the jackpot on Tuesday. So it seems to me that the administration's charges that they have been trying to spread all over the country to the effect that we are wasting all of this money on social and education programs that haven't worked is simply not based on any scientific evidence, not to speak of commonsense.

Yes, Mr. Barber.

Mr. BARBER. I'd like to add to that. I think I would disagree with you a little, at least that the science or the art of evaluation is advanced more than most people think, and that one of the reasons that it has not been employed is because there have been no funds employed for accountability, that is evaluation. I shouldn't say that, there have been very few funds. We received quite a bit of Federal funds in Louisville, but less than one-half of 1 percent was allowed to be spent for the evaluation of programs.

On the other point that you made about people saying that these programs have been evaluated, I agree with you there, but I do not believe that they could be evaluated because the funding that was put out for these programs, specifically in many cases, forbids the use of program money or funded money to evaluate the effects of those programs. So when we turn around and ask how well did these programs do, it's impossible for anyone to show how well they have done unless you pay to find out.

Mr. **Brademas**. I don't think we are in philosophical disagreement on that, and I would ask unanimous consent to insert in the record a column by David S. Broder in the Washington Post on March 20, 1973, entitled "Evaluating the Evaluators" in which Mr. Broder speaks to the point which has been under discussion by Mr. Barber and me.

Chairman **Perkins**. Without objection, it is agreed to.

[The document referred to follows:]

Evaluating The Evaluators

An important underlying assumption in the Nixon administration's overhaul of domestic programs is the belief that the government now has the tools to evaluate which programs work and which do not.

"My administration has now had four years of experience with all our federal programs," the President said in a recent State of the Union message. "We have conducted detailed studies comparing their costs and results. On the basis of that experience, I am convinced that the cost of many federal programs can no longer be justified * * *. Unless we cut back now on the programs that have failed, we will soon run out of money for the programs that succeed."

As a general proposition, that is unassailable. But in a succession of congressional hearings, when administration witnesses have been pressed to describe the standards and techniques by which programs have been judged successful or not, their answers can only be characterized as vague.

Thus, it is of more than average interest that there has just now been published Volume 1, No. 1 of a journal called "Evaluation: A Forum for Human Service Decision-Makers," produced by the Program Evaluation Project in Minneapolis, under a grant from the National Institute of Mental Health.

Its bias is avowedly in line with Mr. Nixon's doctrine. Susan Salasin, its editor, writes that the evaluation process "does highlight the fact that we think we can accomplish more for people than we can, in fact, accomplish."

"It keeps us honest in making promises to people about how we can help them," Ms. Salasin writes, "and is especially vital in policy-setting, planning and administration."

Given this outlook, it is significant what Evaluation magazine has to say about the state of the art in the Federal government. The mere fact that this is Vol 1, No. 1 of the journal suggests that evaluation, particularly of human service programs, is scarcely a long-established, mature science.

That impression is reinforced by the magazine's lead article, on Federal-level evaluation, written by Garth N. Buchanan and Joseph S. Wholey of the Urban Institute.

They note that in 1969 analysis of federal evaluation programs, they had concluded, "The most impressive finding about the evaluation of social programs in the federal government is that substantial work in this field has been almost non-existent."

"We are led to this conclusion," they say, "because in our judgment the impact of evaluation results on program development and improvement in the last two years has been disappointing, when compared with the amount of money and effort that have gone into evaluation."

Another article in the same issue, this one by Laurence E. Lynn, Jr., the outgoing assistant secretary of Health, Education and Welfare for planning and evaluation, is similarly cautious about the quality of the grading efforts. Lynn reports that HEW now has about 125 full-time professional evaluators, with a budget of $40 to $50 million, but he, too, notes that they have been working "for only two or three years," with mixed results.

Of the examples he cites, ranging from studies of day care centers to school aid, some—but not all—gave clues to the redirection of programs, but most had significant limitations on their findings and some were "almost totally useless" to the program administrators.

Does this mean that program evaluation should be written off as a tool in seeking more efficient government? Obviously, it does not. But, to a layman looking into this world from the writings of the experts, it seems to indicate that a degree of skepticism is warranted about the "scientific" basis for sweepingly discarding social programs as "failures."

That view is underlined by an interview between Ms. Salasin and Elliot L. Richardson, in which the former HEW Secretary discusses his experiences with the evaluation process.

Noting that "evaluation results obtained from human service programs so often turn out to be negative," Ms. Salasin asked him if he thought the criticized programs "should be closed down?"

"In most cases," Richardson replied, "where we know a better way to do it than is being currently pursued by a particular program or agency, we can accomplish more in the long run by trying to encourage the adaptation of the program, building on the concern of the people engaged in it, than we can accomplish by shutting it down."

Richardson added something that one hopes the President might heed. "The fact that there are individuals who care enough to be engaged in the relatively low-paying kinds of services that are represented by our social agencies is an asset in itself," he said. "It seems to me that we need to encourage them to engage with the rest of us in a common enterprise designed to raise the overall quality of services.

"There are few programs so bad that they can't be improved."

Chairman PERKINS. Now you stated, Mr. Superintendent, that you were taking care of approximately 50 percent of your title I children. The bill I introduced provides that we should appropriate $3 billion before we go to general aid, whereas we are presently appropriating only a billion and a one-half dollars for title I. Assuming that we go to the $4,000 low-income factor and count the AFDC children above that, we could then take care of the disadvantaged in the country before we go to general aid. I'd like to see the Federal Government become a better partner in supporting education in this country. I'd like to see us go to general aid tomorow, but we cannot jerk the rug out from under the poorest of the poor school children in the country who need special educational services more so than anyone else. I think we must serve that group first.

Do you agree with me?

Dr. WALKER. Yes, sir, I do, and I find the formula that you propose a very satisfactory one. It would enable us to do a great many things that we need to do, and that we have learned how to do. In relation to something said a little earlier about large amounts of money being dumped in, who was it that they said that they didn't know what—

Chairman PERKINS. I want to make an observation. We've gotten far enough along with these hearings to know that busing is going to become an issue when we go to the floor of the House with this legislation and we are going to have to work out that problem in conference. We are far enugh along now strategically to agree, I think, that we are going to have to separate H.R. 69 from general Federal aid in order to get it through the Congress. We've got many problems with general Federal aid that I will not mention, but we are going to have to separate them because we cannot afford to have ESEA bogged down in the Congress where it will lie for another year or two. Just as soon as we get through ESEA we're going to put a general aid bill on the floor of the House. I firmly intend to do that with the leadership of Congressmen Ford, Mazzoli, and Lehman, and other supporters on the House Committee on Education and Labor. We are going to assume the responsibility to take first things first here and, strategically, we have to move with title I and ESEA or we will lose out.

Dr. Walker. Right; yes, sir.

Your plan is very good news to us.

Chairman Perkins. It has been clearly brought out that there is no additional money under these so-called special revenue sharing programs. It is merely a consolidation of certain programs into five main categories. I think it should be pointed out that in the Administration's special revenue sharing bill there is no way to shift around any of the title I funds. These funds are fixed, and there will be certain limitations and more guidelines at the State level. Regarding impact aid, there is no shifting around, but you only have money for "a" children, children whose parents live and work on Government property. You have no funds foir "b" children at all.

Thirty percent of the categories of vocational education, the handicapped, and the supporting services are transferrable. The State departments of education would be the ones that would make the allocations under special revenue sharing. There is nothing in their own State budgets to provide money to assist the State departments of education where we have been spending approximatly $30 million. Within the supporting services category there is included the school lunch reimbursement funds; title II ESEA, the library books program; title III NDEA, the equipment program; title III ESEA, the innovative title including guidance and counseling money; and title V ESEA, aid to State departments of education. I just doubt that any State school superintendent would want to assume this responsibility of allocating these funds.

Mr. Brademas. Would the chairman yield?

Chairman Perkins. These worthy programs are in their infancy and we are going to see many of them go down the drain if special revenue sharing is enacted.

Yes; I yield, Mr. Brademas.

Mr. Brademas. I was just going to say, Mr. Chairman, that at least from one description that I have seen of the President's special revenue sharing package for education, $192 million would be allocated for State education office support services, but revenue sharing would require the termination of existing programs that add up to over $800 million in State office support.

Chairman Perkins. I want to compliment you and your corps of assistants here this morning.

Dr. Walker. Thank you, Mr. Chairman.

If I might add one parting thought. We do have a concern about the problem in the cities of public housing, and I know this is an argument that you are very familiar with, but in Louisville 10 percent of our students live in public housing. We receive in lieu of taxes the magnificent sum of $3.70 per year from the public housing authority for these students. We were very disappointed at the vetoing of the last bill which did contain provision for reimbursing districts with public housing. Although it may be a lost cause, we hope that you won't forget about this very urgent need of most of the urban areas of this country.

Mr. **Ford**. How much impact money do you get now?

Dr. **Walker**. We have no children on Federal property. The amount of money that we got from part B students has dwindled from almost $1 million down to about $200,000, principally because of the exodus of middle-class people from the inner city, which tend to be Federal employees, you see, so that the part B is almost insignificant to us too, but 10 percent of our children are living in public housing, which somehow seems to be restricted to the inner cities of this country. We don't see too many public housing projects springing up in the suburbs or other places, and we feel that somehow the responsibility for dealing with the educational needs of these children has got to be dealt with in some way.

Chairman **Perkins**. Let me make this one observation.

The last time that we extended ESEA, we finally agreed to consolidate guidance and counseling with the innovative title, title III of ESEA. The representatives in Washington on guidance and counseling, went along with this consolidation. They came back before the committee and they have been in my office a dozen times since then telling me about the grave mistake we made because they have been cut short at the State level 50 percent over the nation as a whole. This is what is going to occur with some of these supportive services. That is the only experience that this committee has had with consolidation, but these programs are more or less in their infancy and the time to consolidate them is not now.

Any further questions?

Mr. **Mazzoli**. I would only like to say one thing, Dr. Walker. I appreciate very much your very helpful testimony, and the additional statements made by your people. I think to put everything in a reasonable perspective, I would feel derelict if I didn't state that the attitude that we have here is not necessarily reflective of the attitude of the House at large, nor of the community of Louisville, nor of the United States of America, and I say that because that points up the work we all have to do to convince five men today, and 38 members of our education committee 2 weeks from now, is just but a bare, tiny mouthful of the real battle we have. I think that we can't believe from the fairly cordial and unanimous statements today that the battle is anywhere near won. I think this is why we'll have to stay in close contact with one another as the developments occur in further hearings, because there is going to be a need, for instance, that occurs to me, that we will have to do something in years to come. Maybe this is the time for discontinuation of the program. Instead of finishing, it's time to cut back and just stay put, status quo is the greatest bit of progressive thought for the day, but there is going to come a time when it does have to be changed. There is going to come a time those kids, the other 50 percent who are not being served, who are maybe in middle class homes and who in fact have educational disadvantage—it's not tied up with poverty or with public assistance—will have to be served. So it only occurs to me that we have our work cut out for us, with men like yourself who are supported by imminent scholars and business people, at least they told me to say that.

Dr. WALKER. I really was looking for one but I didn't see any.

Mr. MAZZOLI. I saw you looking, too. I thought maybe I had the wrong school board. But I do, these are the groups that will come together, produce these ideas and I want to thank you very much for appearing and sharing your thoughts with us today.

Dr. WALKER. Thank you very much and all of us from Louisville appreciate the opportunity to appear before you.

[Statement of Mrs. Carolyn Hutto, member Louisville Board of Educ. follows:]

STATEMENT OF CAROLYN HUTTO, MEMBER, LOUISVILLE BOARD OF EDUCATION, LOUISVILLE, KY.

I am delighted to have the opportunity to appear before this committee. I come to you representing one of America's urban school districts—Louisville—which shares most of the severe educational and social problems of our nation's core city areas. Louisville has undergone dramatic changes in the past few years. The national pattern of middle class white exodus is clearly evident. Louisville is surrounded by school systems which are principally middle class in their makeup, over 95% white, and with greater financial resources. In contrast, the Louisville City School System with some 49,000 children has a majority black student population, a federal poverty index of over 40%, and a past history of declining pupil achievement where over 67% of all pupils are at least two years below national norm in basic skill areas. The problems of student violence, vandalism, dropouts, low attendance, and community alienation from the school have increasingly plagued the District. Just a few years ago, this bleak picture seemed to have no prospects of improvement and indeed the combination of social and economic forces which created these conditions still seems to be taking its toll.

However, the federal government's passage of the Elementary and Secondary Education Act and other programs of federal assistance to education in the 1960's began to create a new pool of resources and hope to combat the school problems of American cities, including Louisville. My presence here today is to make two points: First, that in Louisville the creative use of categorical federal funds has begun to make a difference in many ways. I will attempt later to explain these differences. And second, that the present prospect of radical change, and perhaps curtailment, of these funds can create a disastrous reversal in our city's ability to adequately face up to its many challenging problems.

There has been much talk nationally about the failure of educational reform efforts promoted by the federal educational legislation of the '60's. I cannot speak of the total national picture, but in Louisville we can strongly disagree about these conclusions. Any attempts to turn around the vicious negative impact of inner-city school decay are bound to be difficult and time-consuming. To attack the root causes of declining educational conditions resulting from massive poverty and racial isolation is a profoundly complex undertaking. Some of the strategies that have been utilized have been found to be ineffective. Just like the scientist in the laboratory, several unsuccessful experimentations inevitably precede the learning which finally results in success. This has been true in Louisville; but, as of March 1973, it can be verified by both hard statistical data as well as community opinion that education in our city is on the upswing. There is absolutely no question that this has been directly due to the input of federal resources and the creative use of these resources by the School District.

Specifically, these federal programs are:

THE ELEMENTARY AND SECONDARY EDUCATION ACT

The Elementary and Secondary Education Act has made compensatory education in the Louisville District a reality. The current Title I project in Louisville places great emphasis on reading in the primary grades and this added emphasis is considered absolutely essential in our efforts to combat underachievement in the inner city. Further, the purchase of library resources under Title II, the special education efforts under Title VI, and the dropout prevention project under Title VIII have all contributed to our concerted efforts.

THE EDUCATION PROFESSIONS DEVELOPMENT ACT

The Education Professions Development Act has provided resources which have been of immeasurable benefit in the training of staff. The Career Opportunities Program, in particular, has provided work and career opportunities in the District for many residents of the so-called target areas. It would be difficult to over-estimate the importance of other EPDA programs such as Teacher Corps and the Urban-Rural Schools Development Program.

THE VOCATIONAL EDUCATION ACT

The Vocational Education Act has enabled the District, working closely with the Kentucky Bureau of Vocational Education, to increase the number of vocational education units (classes) in the District from 20 to 140 over the past eight (8) years.

THE NATIONAL DEFENSE EDUCATION ACT (TITLE III)

The National Defense Education Act (Title III) has made it possible for our district to move closer to the recommended basic equipment standards in vital standards in vital curricular areas.

THE ECONOMIC OPPORTUNITY ACT

The Economic Opportunity Act, which has provided the support for Head Start, Follow Through, and the Neighborhood Youth Corps Programs, has allowed the District to make important progress in the area of early childhood education and has provided funds to employ many parents and young people in the areas with a high incidence of poverty.

THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT OF 1968

The Omnibus Crime Control and Safe Streets Act of 1968 has made it possible for the District to begin afternoon and evening community school programs as well as alternative programs, which are providing school activities for many students who would otherwise be institutionalized.

In January 1970 Louisville of all school districts in the State had the greatest number of low income students (34 with an income of $3,000 a year or less), the highest number of under-achievers (71% below the national averages), the most pupils dropping out of school (approximately 2,000 yearly—the second highest rate nationally among large cities), the most delinquency referrals (approximately 5,000), the most delinquency apprehensions (over 600), a very low attendance factor, a very large proportion of local school suspensions, and a rapidly declining achievement record at all grade levels in the system.

Today it can be stated with pride that the "inevitably dismal future" of the Louisville Public School System did not materialize. Federal resources, combined with competent, concerned human resources, have intervened successfully to make significant alterations in the future of Louisville. For example, I submit the following information:

1. Attendance has increased significantly.
2. The dropout rate at the junior high level (the most critical level) decreased by 52.2 percent.
3. Delinquency referrals were reduced by 39.7% at the high school level and 30% at the junior high and elementary levels.
4. Achievement improved significantly. All grades achieved over the prediction in the areas of Mathematics. Grades 1, 2, 3, and 7 achieved over the predictions in Reading.

These examples are not isolated, but permeate the entire Louisville School System. Supporting documentation of these results is readily available. For the past three years the Louisville Public Schools' Department of Research and Evaluation has provided the U. S. Office of Education, the Office of Management and Budget, and Congressmen Perkins and Quie with data from the School District.

In addition, great strides have been made in developing initiative and self-reliance on the part of the community. Thirty local school boards have been established, providing parents and the community with a means of sharing in the decision-making process where their schools are involved. Volunteers and paraprofessionals who work in the schools have been given training that not only enhances their efficiency in the school setting, but carries over into their roles as parents and community members.

It should be pointed out that these significant educational improvements have occurred in spite of the fact that (a) the poverty index has increased to 42 (still the greatest number of low-income students in the State); (b) the total number of unemployed in Louisville is still the highest in the State; and (c) Louisville still has the highest level of racial and economic isolation in the State.

I would like to call the committee's attention to the problem created for city schools by public housing developments. In Louisville, over 10% of our pupil population resides in public housing, and the School District is receiving in-lieu-of-tax payments for these children of less than $5.00 per child annually! We strongly recommend the funding of Category C (public housing pupils) in the Federal Impact Aid Law.

I close with a plea on behalf of Louisville and all urban, inner-city school districts. Please don't allow the elimination or reduction in the types of federal funding that have been so helpful to us. Without it, the hopeful beginnings now being made to stem the decay of big city schools will be halted in a wave of despair and frustration.

Chairman PERKINS. I am going to interrupt Mr. Mazzoli for just a moment. I have interferred with his orderly way of presenting his witnesses to accommodate a great city school superintendent, Dr. Paul Briggs, from the city of Cleveland. I do want to state that Dr. Briggs has been of tremendous assistance to this committee over the years. So many of the city schools of this country shift superintendents every few years—in some instances every year or 2 years—but he was city school superintendent of Cleveland before we enacted Lehman who has a real responsibility on this committee, and I program in Cleveland.

Another thing, I don't know how strong the administration is for career education, but as I view their budget and as I view this legislation, it looks to me like they push career education in the background. You have made studies in this field. I would like to know how you feel about career education as well.

We are delighted to hear from you, Dr. Briggs. Without objection your prepared statement will be included in the record.

[Statement of Dr. Paul Briggs follows:]

STATEMENT OF DR. PAUL W. BRIGGS, SUPERINTENDENT OF SCHOOLS, CLEVELAND, OHIO

Mr. Chairman, members of the committee, I am delighted to be here today to discuss with you education in Cleveland. It is an honor to meet with you twice within the same month. I have the greatest respect for this committee and its outstanding good work in the field of education. It always is a pleasant task to meet with you and to have the opportunity to share with you our experiences in Cleveland.

It is particularly pleasing for me today to return to the great Commonwealth of Kentucky and the fine city of Louisville.

It is fitting that we met in Kentucky, the home of Chairman Perkins, sponsor of the Elementary and Secondary Education Act of 1965, because ESEA has undoubtedly done more for the disadvantaged children in Cleveland and across the United States than any other single piece of legislation.

When I met with you earlier this month, I outlined to you the tremendous success we have had in Cleveland because of ESEA Title I monies.

CHART 1

We have concentrated services provided with Title I funds on reading and spent on teaching and reinforcing basic skills; the remaining 5.6 percent is mathematics skills. In fact, 94.4 percent of the four present Title I funds are spent for administration. Of the expenditure for basic skills, 48.6 percent is spent on reading; 34.5 percent is spent on mathematics; and 11.3 percent is spent on services such as health care, counselors, parent advisors, and speech therapists, which support the teaching of these basic skills.

CHART 2

It also is interesting to note that we spend 21.2 percent of our Title I funds on Early Childhood Programs for children ages 4 and 5. The largest percentage of our Title I funds is spent on children between 6 and 9 years of age. Another 28.7 percent is spent on 10 through 12 years olds, with the remaining 6.2 percent going to programs for youngsters 13 to 17.

We have data showing that this concentration of funds is highly effective. As I pointed out to you two weeks ago, 85 percent of our Title I students who have had early childhood experiences are at average or above readiness for first grade reading. Remember that the national average is 69 percent.

Participants in our Child Development Project have had higher attendance records up to four years later following participation in the project when compared with children without Child Development experiences.

Our Per-Primary Project, for children aged 5 to 7 years, who are emotionally, socially, and intellectually immature, last year resulted in 43 percent of the participants developing the social and learning readiness to return to their regular elementary classrooms rather than being enrolled in special education classes.

A follow-up survey of 159 Pre-Primary participants who were referred to regular classes over a four and one-half year period, reveals that 67 percent were still in regular classrooms.

CHART 3

Looking at the effect of Title I reading programs in grades 1 through 3, where we concentrate our efforts and money, we find that the program pupils in each grade made greater gains than those who were not enrolled in the programs. It is important to note that both groups of pupils started at the same level at the beginning of each school year.

CHART 4

We find similar results if we consider math achievement among third, fourth, and fifth graders. Once again, project participants' gains, in each grade, were greater than those made by non-project pupils.

These results vividly illustrate the value of concentrating our efforts on younger children in the basic skills: reading and mathematics.

We find that these children on whom we concentrate our efforts are the poorest children. Our Title I services are concentrated in 35 elementary schools where the percentage of children on welfare ranges from 57 to 97 percent. The average percentage of children on welfare in these schools is 79 percent.

CHART 5

Once again, I must emphasize that the Cleveland School District is an urban school district, having a large number of children from families receiving public assistance. Since 1965, the number of children in Cleveland who are on public assistance has nearly tripled. While we had 21,094 school-age children on welfare eight years ago, we have 61,718 today.

While the Cleveland schools enroll seven percent of all Ohio school children, we have enrolled one-fourth of all children receiving public assistance.

It is this large number of poor children to whom we must address ourselves and upon whom we must concentrate our efforts. The poor children of urban America must have supplemental supportive education services.

Title I has enabled us to provide services to great numbers of poor children who are educationally disadvantaged. However, there are many children whom we are unable to serve. This year we are serving an estimated 45 percent of our Title I eligible pupils.

To serve the remaining 55 percent Title I eligible students, we need an additional $11,000,000.

While our present level of Title I funding is inadequate to meet the needs of all eligible children, we are highly successful in serving those students whom our funding allows us to serve.

However, there are factors which indicate that, in the very near future, the present levels will be inadequate even for the approximately 13,000 students we presently serve. The cost of providing services in Cleveland is higher than it is elsewhere in the state. Our cost per pupil is $1,000 while the state average is $795. For example, it costs us more to operate our school buses: our costs are $1.20 per mile while the state average is 47¢ per mile. We pay our custodians $6.75 an hour; Cincinnati pays $4.20 and Lima pays $3.73.

A second factor in our cost of doing business is the increase in the cost of living. The Cleveland Plain Dealer dated March 22, 1973, in an article with a Washington dateline, announced that the increase in the cost of living is the highest in 22 years.

Very simply, we will continue to need more money to maintain our high level of successful service to Cleveland's needy children.

Title II of ESEA has been instrumental in our efforts in Cleveland to see that every one of our 185 schools has an up-to-date library facility with quality materials. Funding provided through Title II gives us approximately $225,000 annually. These funds are used for the very important purpose of renewing and updating materials in our school libraries.

In a large metropolitan area such as Cleveland, adult education is a critical need. Along with our Adult Day High School, one of the few facilities of its type in the country, we offer adult classes in 57 locations throughout the city.

A look at the 13,000 students enrolled in adult education programs last year demonstrates our success in upgrading the education of people who, for one reason or another, did not complete high school, or who lack skills necessary for worthwhile employment. More than 700 passed the General Education Development Test (GED), 521 graduated from high school, and 255 enrolled in vocational or other job training programs.

We receive more than $500,000 annually from the federal government for adult education. These funds have been complimented by additional state and local funds.

CHART 6

Another area of continuing and increasing importance in the Cleveland Public Schools is technical-vocational education. In 1964, we had only 52 vocational classes. Presently, in two exclusively vocational high schools and in all 15 comprehensive high schools, we offer 409 vocational classes. In 1964, 10 percent of our students were vocationally trained; last year, 45 percent of our students were trained in vocational classes.

Among the unique programs we offer our vocational students in Cleveland are marine mechanics and galley cooking aboard our own ship; a program in construction equipment operation; a program studying air and water pollution and a program in arbor culture and landscaping.

We soon will open our aviation school to be located at Cleveland's Burke Lakefront Airport and will offer courses in airplane and power plant mechanics and control tower operation.

We also offer vocational programs to our handicapped students, including the educable mentally retarded, and the deaf and crippled, in such areas as baking, shoe repair, and power sewing. These projects, with a total budget of $766,848, serve 265 handicapped students.

Education of the handicapped is particularly important to us in Cleveland. We have a new school for the deaf. We have a special school for the physically handicapped, and special classes for the blind and partially sighted are offered throughout the system.

In our school for the deaf we have a Realia Library which is a collection of miniature objects used in helping the deaf child develop language concepts. We received funding for this library from the federal government through the Education of the Handicapped Act, Part B.

Also funded by the Education of the Handicapped Act, Part B, is a program of communication training for hearing impaired pre-school children and parents. We instruct parents in communication techniques so that they may help improve their child's skills. The program is highly successful in enabling the deaf child better association with all members of his family, resulting in a better adjusted child and family.

Another area of special concern to us in Cleveland is nutrition. A hungry child does not learn as well as a well-fed child.

Each morning breakfast is served to nearly 25,000 elementary children. We serve hot lunches in 84 elementary and 44 secondary and special schools participating in the National School Lunch Program.

Each school day an average of 34,349 elementary children are served lunch; 25,824 are served free to needy children. In the secondary schools, an average of 33,054 lunches are served daily, of which 17,793 are free.

The lunches served provide each child with one-third of the daily nutrient requirements needed by children of school age.

It is our understanding that successful programs like these are ones which the Better Schools Act of 1973 will repeal.

CHART 7

Federal funds have been crucial to us in Cleveland in our efforts to see that every individual has the opportunity for a quality education. Among these sources of funds are Title II and III of ESEA, the Smith-Hughes Act and the Vocational Education Act of 1963; Public Law 81–874, Section 3b; the National Defense Education Act of 1958; the Education Professions Development Act; the Adult Education Act; Child Nutrition Act of 1966; and the National School Lunch Act. This year we are eligible to receive a total of $16,754,203 from these federal sources.

This week we in Cleveland had the opportunity to read the draft bill of the Better School Act of 1973 as presented to this committee by Secretary of Health, Education and Welfare, Caspar W. Weinberger. The measure calls for major, almost total restructuring of federal participation in education.

At this point in time, it would be extremely difficult to assume a firm, clear-cut position on this bill. We cannot secure from the language of the bill any definitive data regarding its effect on the Cleveland Public Schools. We could make assumptions, but we cannot be sure.

There are a number of unclear points in the draft bill. We consulted federal and state sources for clarification and found their understanding as hazy as ours.

Before we could give a constructive criticism of the Better Schools Act of 1973, we would need a clear and adequate interpretation of provisions of this bill.

For example, not only do we not know what Cleveland's allocation would be under the Better Schools Act of 1973, we do not know what the state of Ohio as a whole would receive.

We do not understand how transferability of funds at the state level to be allocated to handicapped and vocational programs would affect the Cleveland Public Schools.

The statement, "Any of the funds may be used for construction," needs to be clarified.

It is difficult to understand the Orshansky index which varies with family size, farm versus non-farm living and sex of the head of the household. It appears to be a sophisticated count which measures poverty relatively. We question the continued use of census data in determining allocations.

Although we might receive more money immediately after a census is taken, I must think of the consequences of not updating our figures for ten years. The use of census data exclusively in determining allocations, without any provisions providing for the increase in the number of poor children, is a major defect in the draft bill, as we understand it.

As a superintendent, I have to be pragmatic. I have to be for the things that work best for our children. In Cleveland, the Title I program has been most effective in delivering the kinds of categorical money that cannot be dissipated and cannot be used elsewhere.

I am comfortable with the Elementary and Secondary Education Act and other existing legislation relative to education. I must say that we would like to see more federal dollars earmarked for our pupils.

I urge your serious consideration and strong support in extending the present federal legislation which provides a direct delivery system to the special educational needs of children.

CHART 1

EXPENDITURE OF ESEA TITLE I FUNDS BY PROGRAM PURPOSE

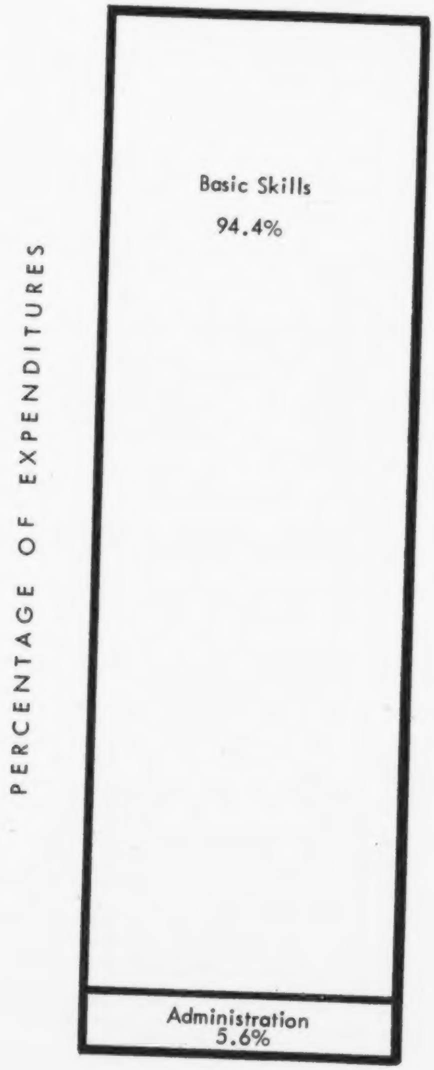


CHART 1 (Overlay)

EXPENDITURE OF ESEA TITLE I FUNDS BY PROGRAM PURPOSE

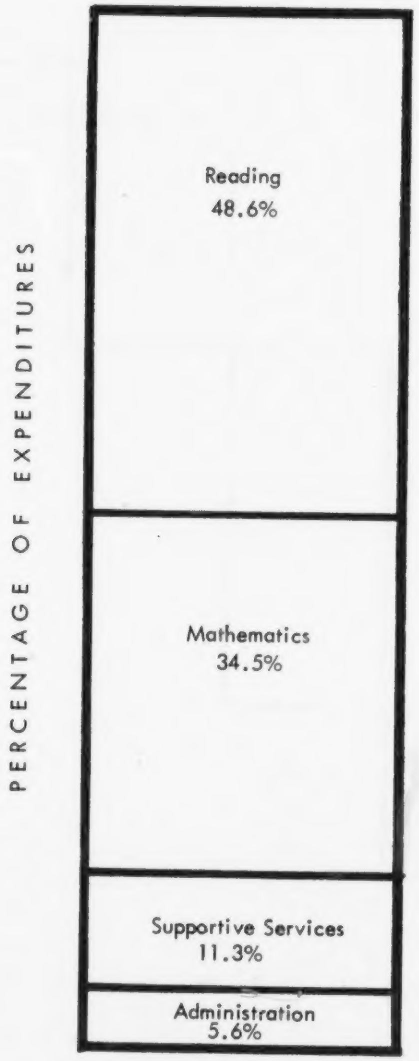


CHART 2

EXPENDITURE OF ESEA TITLE I FUNDS BY PUPIL AGES

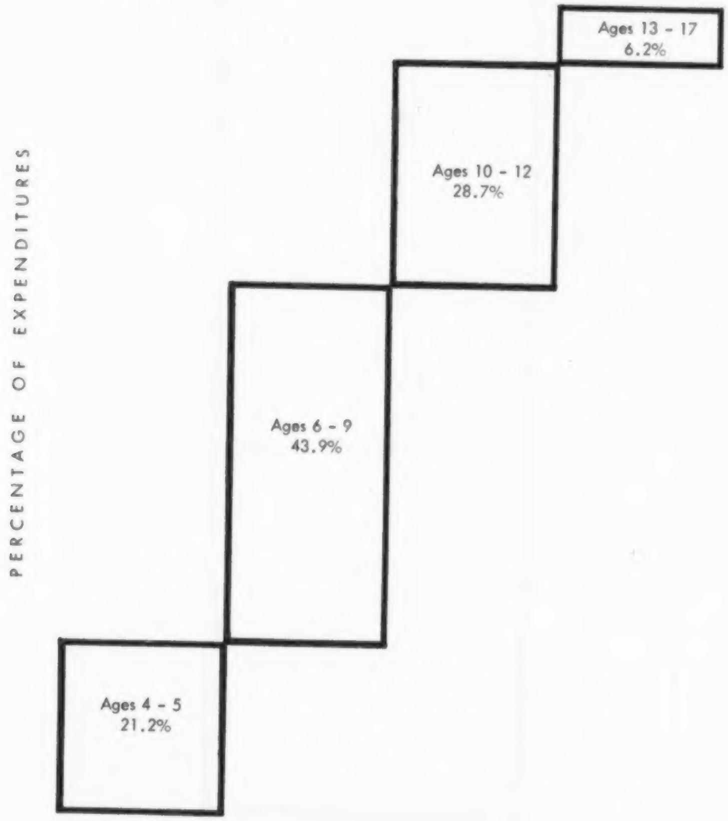


CHART 3

EFFECT OF TITLE I READING PROGRAM ON GROWTH IN ACHIEVEMENT

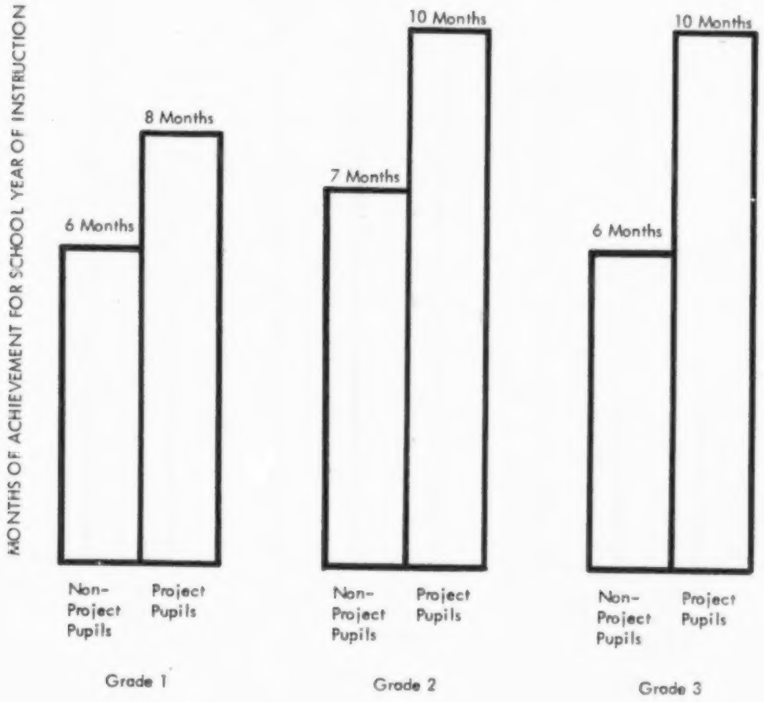


CHART 4

EFFECT OF TITLE I MATHEMATICS PROGRAM ON GROWTH IN ACHIEVEMENT

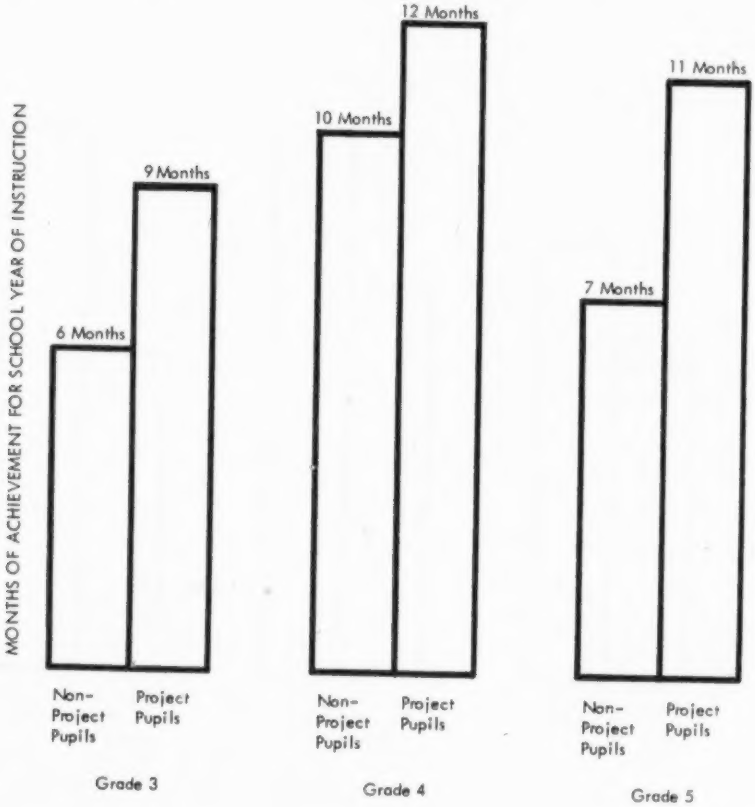


CHART 5

NUMBERS OF SCHOOL-AGE CHILDREN ON PUBLIC ASSISTANCE

CITY OF CLEVELAND

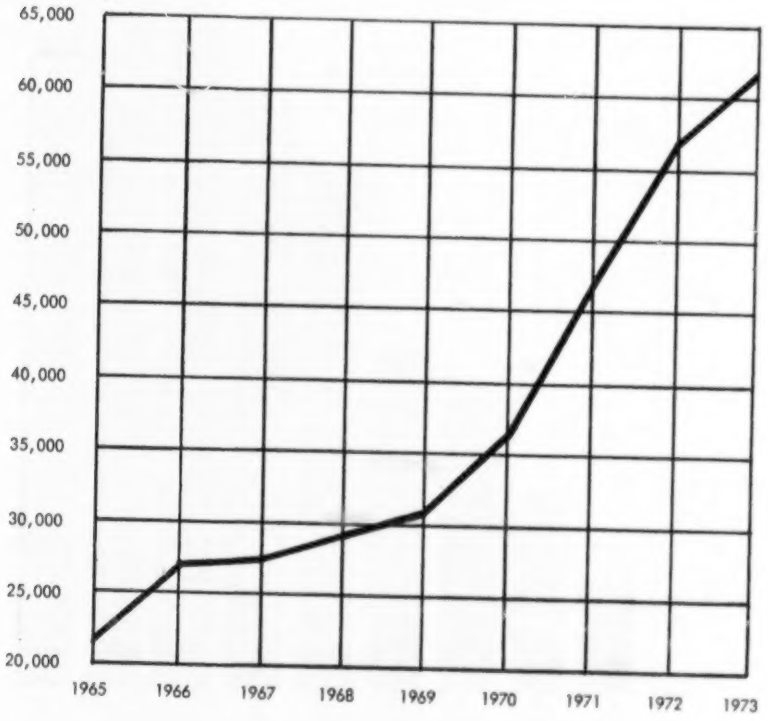
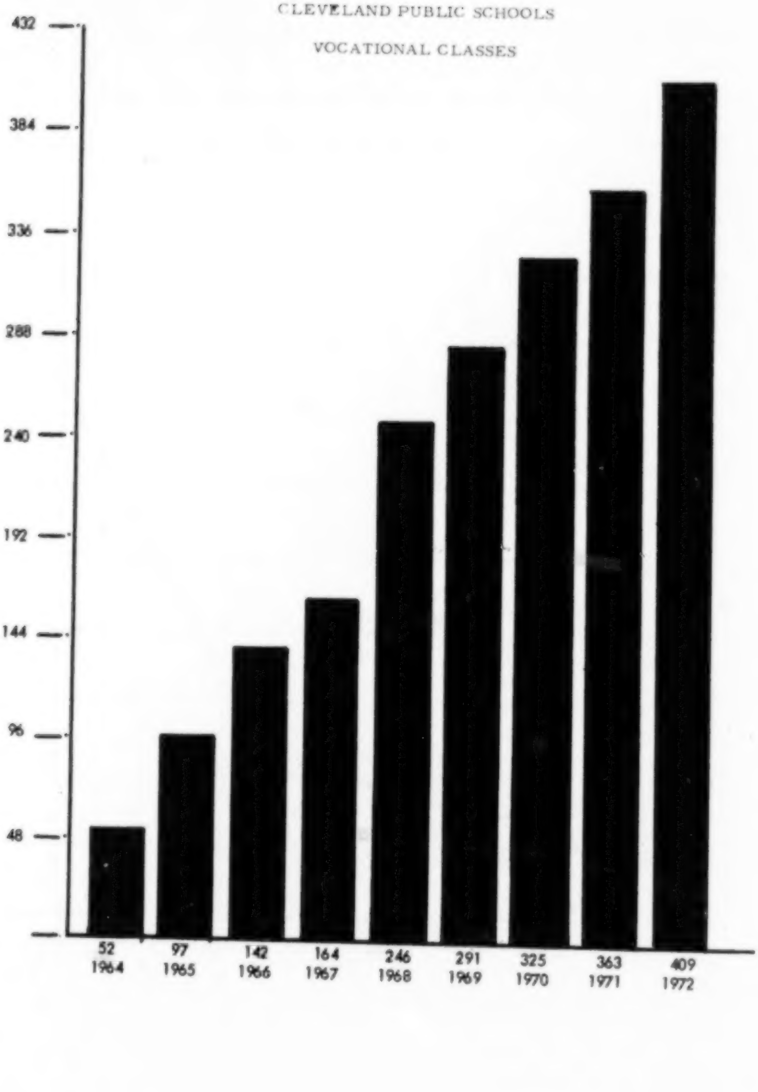


CHART 6



CLEVELAND PUBLIC SCHOOLS

VOCATIONAL CLASSES

Allocations for federally funded programs—Cleveland public schools—1972-73

Elementary and Secondary Education Act of 1965:	
Title I	$8,739,662
Title II	244,190
Title III	79,825
	9,063,677
Education of the Handicapped—Part B	133,282
National Defense Education Act of 1958	145,942
Vocational Education Act of 1963 and Smith-Hughes Act	2,217,768
Education Professions Development Act	516,428
Adult Education Act	532,106
Public Law 81-874	[1] 150,000
National School Lunch Act	[1] 3,800,000
Child Nutrition Act	[1] 195,000
Total	[1] 16,754,203

[1] Estimate.

STATEMENT OF DR. PAUL W. BRIGGS, SUPERINTENDENT OF SCHOOLS, CLEVELAND, OHIO

Dr. BRIGGS. Thank you, Chairman Carl Perkins. It is a real pleasure to be with you here today in the Commonwealth of Kentucky, and to be with your colleagues.

I would like to spend the entire morning reminiscing about you and this committee. We have had a very good relationship with the committee over the years. In fact, I knew Representative Ford before I left the State of Michigan to go down to Ohio, and he was a leader up there at that time.

Mr. FORD. That's one of the nicer things you have done for Ohio.

Dr. BRIGGS. I thought you were going to say that was one of the nicest things that happened to Michigan. You had me frightened there.

Of course, John Brademas has made a great track record for himself in this Nation and has been a real supporter of good education. It is nice to be here and to get acquainted with Representative Lehman who has a real responsibility on this committee, and I hope, Mrs. Franklin, that you will take back to Congressman Quie our best wishes. We have a great deal of respect for this Congressman for his courage and the statement you made this morning, quoting him, I think is one that we would expect to come from a man like Congressman Quie who has a conscience.

Chairman Perkins, it is great to be in your home State and with your friends here to testify, because no man has given more, probably, to the cause of education than you have. I think that the leadership you have provided in the House of Representatives is well documented. You have been a true educator from way back in the days when, they tell me you used to ride a horse here in this State as you went over the hills to teach in a one-room country school, so your history in education, your interest in it, as well as your interest in horses, go way back. What you have done in helping to write landmark laws about education will certanly go down in history. You are a man of conscience, a man of great insight. And particularly well documented is your concern for the education of poor children at a time when we've got to see that this generation of poor children gets the best education possible. It is a real pleasure to be here with you in Louisville. It's nice to be here in the city where my friend Dr. Walker is superintendent of schools. I was very much interested in the testimony of the Louisville Board of Education to see what is happening here. I hope that people in Louisville take good care of Dr. Walker. Superintendents come and go rather rapidly these days.

Mr. MAZZOLI. Just like Congressmen, doctor.

Dr. BRIGGS. Yes; but you have a 2-year term.

Mr. MAZZOLI. We have less job security than maybe anybody except for the superintendents of big city schools.

Dr. BRIGGS. I think that's right. So that's something else we have in common this morning, Mr. Mazzoli.

It is a pleasure to talk with you a little bit about the impact that has been made to date as far as we are concerned, in one of the largest cities. in the Nation, a city that has all of the problems, and perhaps has them in greater depth than most of the cities. It is a real pleasure to come and first talk about that and then to take a quick look at the Federal revenue sharing proposal that we have before us.

I am going to refer to some charts this morning. The first one I have shows where we have concentrated the services under title I. 100 percent of our effort is shown in the bar; 94.4 percent of all the money we spend in the city of Cleveland under title I goes for basic skills. I think that answers a question that was raised earlier by members of the committee. Only 5.6 percent goes for administration of the money under title I in our city. In other words, 94.4 percent is spent on basic skills.

Now, as we look at how that 94.4 percent is broken out, we find that 48.6 percent is concentrated to reading, 34.5 percent is concentrated in mathematics, and 11.3 percent on supportive services; those services that you outlined a few moments ago; then , again, the 5.6 percent for administration. It indicates, I think, that we are going down the road that this committee has endorsed in the language of the legislation; that is that these moneys should be used to bolster the basic skills of children as well as being used for supporting services that are so necessary to our accomplishments.

Now, the next chart is an interesting one. It shows how we spend the money according to ages. You notice that 21.2 percent of our title I money in Cleveland is spent on children 4 to 5 years of age, and 43.9 percent on those 6 to 9 years of age. Those are the early years in the elementary school. The first we might indicate as the preschool years and the second, the early elementary years. Then 28.7 percent of our total is spent on those children who are 10 to 12 years of age, and 6.2 percent on those between 13 and 17 years of age.

Early elementary is the big segment; preschool a rather large segment, because it's important to get these youngsters started early, to get parent involvement early and to get them acquainted with the learning processes. This chart indicates exactly our breakdown as far as these youngsters are concerned.

Now, in chart 3, if we look at the effect of title I on readng programs in grade 1 through grade 3, we find some interesting things. Let's remember that a school year is 10 months, so we are using 10 months as the basic school year here. When we take nonproject students in our project schools: students who are not served but who attend the project schools—we find that in grade 1, the nonproject inner city child last year had an achievement growth in a 10-month period of 6 months. Now, it should have been 10 months. It was 6. We all know that as pupils drop down economically—the children from the poor and the children from the homes of the poor, the children from the ghetto, the children from the area of the city that is bleak and desolate and troubled—these children do the poorest in school. From those schools, the nonproject pupils experienced a 6-month growth.

However, the ones who were exposed and put into title I reading programs had a growth pattern of 8 months, a considerable improvement over what it would have been if the program had not been there.

In grade 2 we find that there is a carryover from what was done the previous year, and in grade 2 we had a 7-month improvement of the regular children and a 10-month improvement among our title I children: right at the national average. Then grade 3 results are about the same.

Title I children are achieving at a higher and better rate than nontitle I children from the same neighborhoods in the same schools —exposed to the same environment, but we have picked in title I, of course, the children with the greatest problems and the most severe economic background, and this shows to us, concrete evidence that as we concentrate the expenditure of title I moneys on reading, there is improvement. There is research to document every program we have in the Cleveland public schools. We write into every program 2 percent——

Chairman **Perkins**. To counter some of our critics that say we are not achieving results, not obtaining results from the standpoint of achievement, what would be your response to them, doctor? I know we are. The committee makes studies up there. Our greatest results obtained have been within the last 2 years. It was a lot of trial and error, we've got to admit that, but in late years I think the major cities, the great city school superintendents all tell me just the same thing that you are telling me, and the rural people tell me the same thing, and the questionnaires and studies that we make annually, and some times twice a year prove something to me, that the only thing that's wrong is it's just underfunded. How can you counter these charges of inadequate achievement by our critics? What is your answer to that?

Dr. **Briggs**. I think it's time, Mr. Perkins, that we funded the kind of research that would be honest and would actually go out and take a look at children and achievement. Unfortunately, I have a lot of reservations about the kind of research that's being done in this country.

Chairman **Perkins**. I do too.

Dr. **Briggs**. Some researchers have a theory and then go out and develop research that supports their theory.

When I become depressed I'll tell you what I do, as I did yesterday afternoon with a group of citizens who had come to me. None of them were students in our schools, but they had come to me about the problems of the inner city and how bad education was. I said, "Let's make a trip". They said, "What do you mean, schedule a trip out someplace?" I said, "Let's go now." So we got into three automobiles, we went into the inner city and we visited some schools. They said, "This is unbelievable. We see bright youngsters, we see dedicated teachers, we see order, we see good housekeeping, we see happy children in nice buildings. I think it's time that we looked at the children in this city, in our cities." I regret that in research that has been done on our schools by professors from Eastern States, where they came into one of our junior high schools, they wrote a document about this [indicating] thick. They write about what they saw in the eyes of our children. And they spent less than 5 minutes in the school, visited only one school, did not interview a single child and came out with a research document that got national publicity. There needs to be some kind of yardstick for honesty in research.

Mr. BRADEMAS. May I interrupt you to say just two things, if I may, Mr. Chairman, for I am delighted to see Dr. Briggs here whom I think is one of the three or four ablest school superintendents in the United States.

One of the reasons I am such a strong supporter of the National Institute of Education is my conviction that we need first-class research if we are going to make advances in American education. And I am delighted, may I say, Mr. Chairman, that at long last, in about 1 hour, there will finally be announced the members of the National Council for Educational Research, which the administration has delayed for so long.

Beyond that, I would add to what Dr. Briggs has said, a footnote on the publication earlier this month of a study from a sample of 40,000 students in a New York State urban education program, indicating increases in rates of achievement in reading of up to 50 percent. I mention this only to demonstrate that here is apparently another indication of rather more systematic and serious research that shows that compensatory education does pay off in terms of achievement.

Dr. BRIGGS. What we are doing is putting 2 percent, approximately 2 percent, of our funding for every one of our projects into research and evaluation of the projects So, when we complete the project year, we have a built-in evaluation that gives us the kind of information we need to improve or abolish it. As a superintendent I must be pragmatic. If it doesn't work, we bury it in a hurry, but if it works, we nurture it; we improve it; we try to develop it.

This next chart shows similar results for mathematics in our title I schools. You will notice that we used Grades 3, 4, and 5 here. In Grade 3 last year the regular students in mathematics had a 6-month growth in math. They should have had 10, but it was 6. In some of our schools you would find it over 10; but we are talking about the ghetto now, the inner city. The children who were picked were children who had the greatest problems in mathematics. We put them in special title I math booster programs and they had a 9-month growth compared to the 6-month growth of nonproject pupils.

In the fourth grade we found that the regular children had 10 months' growth in knowledge of mathematics during a 10-month period, while our title I pupils had 12 months' growth. This is 2 months over the national average. The national average is based on all children—innercity, suburban and rural—nationally.

In the fifth grade, there was a 7-month growth for the non-title I children and 11 months' growth during a 10-month period for the title I children.

This kind of evidence, I think, supports the fact that our title I money has been well spent. These youngsters are on the road to success rather than the road to failure.

Every time I come before this committee, I have to remind you of one thing that we cannot get away from, and that is the growing number of children from poverty homes in our cities. In 1965 we had a little better than 20,000 of our 140,000 children who were from poverty homes. You see how this [indicating] has gone up dramatically, until this year we have 61,000 of our 140,000 children. 61,000 come from poverty homes.

In the State of Ohio we have 7 percent of the total enrollment of the entire State in the Cleveland public schools, and we have almost a third of all of the poverty students in the State in our one school district.

Chairman PERKINS. How high do your AFDC payments go in the city of Cleveland, Mr. Superintendent, or do you know?

Dr. BRIGGS. No, I can't answer. However, let me tell you what the total welfare is doing. It wasn't too many years ago welfare payments were $25 million in Cleveland, and then $30 and $40 and $50 and $75 and $100 and $150, and this year it's $170 million. That is what is happening. This is why I think a school system in the Nation that has the responsibility to see today that the kind of education and opportunities that we provide for these young people, will see to it that very soon we start turning the corner on this whole matter. However, no poor people can leave a city. Most of our cities are so designed and constructed that those who are on welfare cannot leave. They may enter, but housing being as it is, one cannot leave. Therefore, who leaves the city? The ones who leave are the middle class. At one time in our city middle-class whites were leaving. Since 1966, the civil rights thrust, it is the middle-class blacks who now are finding, that they are getting into the economic mainstream and are able to buy homes outside of our city. And a recent study shows that the black parents of students whom we are losing in our schools are individuals who are now moving into the upper middle-class society. They are leaving town and going into the suburban areas. So we are getting a heavier concentration of poor students. Not only is the number going up but the percentage is going up as well.

We have six schools in Cleveland in which we have more than 97 percent of the children from welfare families. Two years ago we only had one such school. So our percentage of poor children is increasing. This argues again the rationale of the Elementary and Secondary Education Act which concentrates on and zeroes in on the needs of the poor. While this may be a horrible statistic to look at, it nevertheless says to us, that we have an opportunity to concentrate programs on those who need them.

We have made a strong effort in the field of career education and vocational education, as you indicated in your opening remarks, Mr. Chairman. Probably no major city in the United States has gone as far as we have in vocational education. We have put a great deal of money in this. We probably are putting in $10 for every dollar we get from the Federal Government for vocational education. I looked at the statistics of our school district in 1964 and saw how few of our graduates were being employed. Then I looked at their preparation and found how few were employable. Then, as a board of education, we made a policy decision to make every one of our 15 comprehensive high schools truly comprehensive with only two exit doors, one door leading to college; the other, to employment. This policy is beginning to pay off. Remember that vocational classes meet for one-half day, they are not 30, 40, 45-minute classes. The number of classes in true vocational courses have increased from 50 in 1964 to 409 in 1972. In 1973 we added 50 more to that list. Last year, 45 percent of all of the students graduated from our schools in Cleveland were prepared in vocational courses. This year 50 percent will be. At the same time something good is happening academically. Look at one high school in the inner city: East Technical High School. Ten years ago, in 1963, 11 graduates went to college—4 percent; 20 percent got jobs after graduation. Last June better than 52 percent of the graduates went to college. Every one of these was on a scholarship, because there wasn't a single graduate last year that could have paid his tuition. And by July we had placed in jobs 100 percent of the graduates who wanted jobs. But we didn't do this without the expenditure of millions of dollars in that building. We have run the gamut of the kinds of vocational courses that are offered. It's beginning to work out. Our placement of inner-city high school graduates in jobs, over a 6-year period, is a little better than 94 percent. Remember that is in our five inner-city high schools. Vocational-technical education is working.

In addition to this we recently acquired a ship that is in Lake Erie where we teach marine subjects. We broke ground just 2 weeks ago for a new high school at the downtown airport. We will have a hangar for six jet planes and we also will have a tower where we will train in air-traffic management.

Mr. Ford, I'm sorry, I have to apologize, we got the ship out of Detroit, it was tied up there, and while you and some of your colleagues in Detroit were about out of business we went up and stole your 182-foot ship.

Mr. **Ford**. Why didn't you take part of that $90 million

Dr. **Briggs**. Well, you were so interested in busing at the time we stole it, we stole the boat.

Also, Mr. Ford, you have the headquarters of Ford Motor Co., Chrysler, and General Motors in Michigan. We have just announced a $2 million expansion to a factory that the school system owns and operates for inner-city youth. The $2 million program is being funded by Ford, General Motors, and Chrysler, and we will have the largest training center for minority service people in the United

States. We will train these people in cooperation with these three great corporations. And the corporations will place them in their dealerships throughout the Midwest. This is the kind of relationship that we have had between industry and the school system and I think this is very, very good. However, that program was not financed under the Elementary and Secondary Education Act, it was financed by other sources.

Chairman **Perkins**. At this point tell us how you view the situation with career education. I know you read the administration's bill and you know the budget. We have heard talk of how they are going to support it. How do you view their actions?

Dr. **Briggs**. With a great deal of apprehension, and I will explain why in a moment. We have not only moved heavily in career education for our general students, but we have moved heavily in the direction of career education for the handicapped. The physically handicapped have even greater problems; and, if the school system is supposed to help people solve problems, we have to go in that direction. In Cleveland we have moved a long way in that direction.

I am going to come back to your question very dramatically and very directly in just one minute, if I may mention a couple other things now.

In supportive service, the whole area of nutrition concerns us, as concerns your committee. The Federal Government has been a leader in this field. I discussed with you a few weeks ago the fact that I have been under the direction of a Federal district court order to feed all poor children in our city because of the legislation that Congress passed.

Chairman **Perkins**. On another relevant subject matter, we recently passed a bill in the Congress which is public law now, giving the local school agencies authority to purchase $90 million in commodities since the Federal Government had failed to deliver those commodities. Have you heard anything from the departments in connection with the additional funds to purchase food commodities at the local level?

Dr. **Briggs**. No, not as yet. We have been pushing very heavily with the Federal Government on this matter. In fact, to expand our program so that we could feed all poor children, we needed an additional $1,800,000 this year. We were denied that, we were given an additional $196,000 which certainly did not allow us to expand the program. Every noon we feed, I think, some 30,000, odd children; in the morning we have about 25,000 for breakfast. We do not have the kind of funds locally or on the State level yet, and certainly we have not had them nationally, to implement the intent of your legislation.

I would like to report to you, however, that there has been some progress since I last talked with you about this. We are very pleased that now the Federal Circuit Court in Cincinnati has directed the Federal district court to retry this case. This time they are directed to make the Federal Government a party instead of having only the local friendly superintendent, the defendant. So you are a defendant in this along with me.

Mr. **Ford**. Let me get into that with you a minute. A few years ago Cleveland was not participating in school lunch programs.

Dr. **Briggs**. When I came into Cleveland, that's right.

Mr. **Ford**. And I can't remember whether we discussed this first before this subcommittee when dealing with education or with the poverty program, but subsequently when I held some hearings with Mr. Quie, and I think Mr. Brademas in Cleveland on the poverty program, there was a determination made by Shriver to fund a neighborhood youth program through your school system that would give you the employees who would be poor children, give them a job so they'd stay in school and, in turn, run your school lunch program. Is that still going on?

Dr. **Briggs**. Yes. However, we have, as you know, lost much of the OEO side.

Mr. **Ford**. How much have you been cut back on this neighborhood youth corps program that you were using to support your school lunch program?

Dr. **Briggs**. We have a letter from the mayor of the city of Cleveland indicating that he will be the individual rather than the school district, who will receive money from the Federal Government. And he indicated his willingness to give us about one-third the amount we got last year. The rest will be used by city hall for implementation of programs that they have.

Mr. **Ford**. I wonder if we could impose on you to give us a memorandum statement for Mr. Hawkins' hearings on the cutbacks in poverty programs to indicate the genesis of how you brought this program into existence, what it did to facilitate this.

Dr. **Briggs**. Yes, sir.

Mr. **Ford**. In connection with the lawsuit, you are talking about whether or not the lawyers involved have raised the question of the actions of the Office of Economic Opportunity in disassociating you with the control of those funds.

Recently looking at Mr. Rehnquist's memorandum when he was Assistant Attorney General, now Mr. Justice Rehnquist, I found that he had suggested that school districts might consider going to the U.S. Court of Claims to get their entitlement if a President or member of the executive branch tried to withhold the funds, and I think we'd be very much interested in the progress you make in enjoining the Federal Government and the Secretary of HEW and all the rest of those fellows in that lawsuit, and——

Dr. **Briggs**. This is right. It is very possible that we may be going that direction.

I have here a chart——

Mr. **Ford**. Just one final question. How long ago did they take the money away from the schools and give it to the mayor instead of New York City?

Dr. **Briggs**. I received my memorandum within the last 2 or 3 weeks. There was an attempt to give the program to the mayor last year. We made quite a case of it. With the kind of support we got from the news media and our Congressmen——

Chairman **Perkins**. It was my understanding at that time that they were running away from that, but they finally withdrew it.

Dr. **Briggs**. What finally happened was the Federal money had to be "accepted" and approved by counsel. Counsel approved the expenditure with the understanding that the superintendent of schools of Cleveland would become the fiscal agent and the sole manager of the program. It was on that basis that the council of the city of Cleveland accepted the money from the Federal Government. Last year we ran it in that manner.

However, this year I haven't gotten into it quite deeply enough because we are just moving in that direction. But my memorandum from the mayor indicates we'll have about one-third of the money given to us by him. This is revenue sharing coming from the Federal Government to the mayor's office for programs that previously had been run by the school system. This is money that previously had come from the Department of Labor.

Chairman PERKINS. Are there more strings attached than ever?

Dr. BRIGGS. I never saw so many; yes.

Chairman PERKINS. That was not supposed to happen.

Dr. BRIGGS. That's right.

This [indicating] is what we now are receiving under federally funded programs in the city of Cleveland.

Title I has been funded to the extent of $8,739,000; title II, $244,000; title III, $79,000. In other words, from these three titles of ESEA we have received a little more than $9 million. Then when we looked at the material you sent us, we pulled out some of the other line items to see how much the city of Cleveland received.

For example, education of the handicapped, part B, we received $133,000; National Defense Education Act, $145,000; Vocational Education Act of 1963 and the Smith-Hughes act, $2,217,000; Education Professions Development Act, a half-million dollars; The Adult Education Act, half a million dollars; Adult Education Act, is so important in a city like ours. We have one adult high school which enrolls 2,000 adults, the oldest being 77 years old. Approximately 60 percent of the people attending that high school are on welfare, ADC mothers. This is very important. Every one of them wants to get off welfare, wants to become gainfully employed. Public Law 81–874, approximately half a million dollars; National School Lunch program——

Mr. FORD. Excuse me.

Dr. BRIGGS. Yes.

Mr. FORD. You don't have any category "a" children that you get money for in Cleveland, do you?

Dr. BRIGGS. On the program?

Mr. FORD. That's children living on military installations, Government property.

Dr. BRIGGS. No.

Mr. FORD. So if the administration's budget for this year, or the new legislation they propose passes, that $532,000 disappears?

Dr. BRIGGS. Totally; yes, sir.

School Lunch Act, $3,800,000; Child Nutrition Act, 195. In other words, this year, $16,754,000.

Now let's talk a little bit about our concerns with the bill. I've got a copy of the Better Schools Act here [indicating] and an explanation of the way we see it. We don't know. We just don't know.

Mr. MAZZOLI. That's your explanation?

Dr. BRIGGS. This is right, and I don't mean to be unkind, because I cannot quite understand it. I don't know what is in it. We have read it. I gave it to some pretty smart young men, a couple of them are with me today, who have read it. We find it's ambiguous. We find it a little difficult to understand. It just is not as clear as we would like to have it, particularly when we understand that this [indicating] amount has come to us on a funding level of about $3.2 billion nationally, whatever the formula may be. Out of that Federal appropriation funding of $3.2 billion, we get in a year $16 million. When I read that the funding in fiscal 1975 of revenue sharing possibly might be $2.7 billion, that's a considerable drop under $3.2 billion. It is difficult for me to rationalize how we will have as much money when the total shrinks.

Then as I read the act and look at the priorities, we find that children living on Federal property shall have passthrough money, in other words, money will go directly to the school system for these students, that's my interpretation—60 percent of the index of the cost in the district times average daily attendance. In other words, that is the formula, and as I read, it says "The secretary shall allot that", so it seems as if A has one top priority which is complete funding. Then when we look at B, it says "not to exceed 3 percent of the remainder". Now, we start with all of it up here until we first take off the Federal property, then 3 percent—not to exceed 3 percent of the remainder—is to go to the trust territories, and it names them, Puerto Rico, Guam, Virgin Islands, Samoa, and so on.

Now, the language there is also shall, so I would assume that out of the $2.7 billion for fiscal 1975, A and B will be taken care of. But you see, I don't see Cleveland in either A or B; I don't see Louisville or the other big cities.

But now when we come to C, the disadvantaged, there is a held harmless clause there indicating that the Secretary shall hold harmless for 1 year.

Chairman PERKINS. Only for 1974.

Dr. BRIGGS. Only for 1974. So that means expenditures under the Elementary and Secondary Education Act would be held harmless for 1 year, in fiscal 1974, at that level. There is no indication of what happens after fiscal 1974.

Then I come to D—and what remains after the first three priorities goes to category D for handicapped and vocational education, and for supportive services. Now, we have written in A which is pretty solid, B which is pretty solid, C which is eroded with possibility of further erosion after 1974, then we come to D which deals with the handicapped and the vocational. As we look at that one, the bill says that 16 percent of the new figure, not 16 percent of the total, what is left, the residue, if the funds are available, shall go for the handicapped; 43 percent shall go for vocational education, and 41 percent for supportive services, that is, if it's there. I find no guarantees that it will be there. I find an element of confusion here because, as I read the act, I was looking for a real beefing up in career education. The thrust of HEW Undersecretary Marland when he was Commissioner of Education was the launching of the career education program. But as I look at this, I question whether we will be able—well, it's going to be pretty impossible and a reduced total——

Mr. FORD. Of course the record shows, Dr. Briggs, that you might be better off if you are in a program that is in No. 1 priority, because for 2 years the world was going to come to an end if we didn't pass the Emergency School Assistance Act, and the White House was so anxious to spend a billion and a half dollars that made everybody believe their pockets were smoking, and if you look for it in the budget this year you find it has disappeared. Whoever was the big pusher for it over there has forgotten that it even exists. I guess even the plan to take the money out of it and put it in Federal revenue has gone by the boards.

Dr. BRIGGS. By the way, no major city in the North was funded a single dime under that act.

Mr. BRADEMAS. Well, you know, to paraphrase the old fairy tale, the President has no clothes. It's Alice in Wonderland is what it's all about. I would at this point ask unanimous consent that there be inserted in the record following Dr. Briggs' testimony, an article published in the Boston Globe by Martin Nolan and Thomas Oliphant entitled "Revenue Sharing, A Fraud: No 'Bonanza' for Cities and States."

Chairman PERKINS. Without objection.

Go ahead.

Dr. BRIGGS. I simply would close my remarks to this committee by saying that again those of you who know me know I'm very pragmatic, that——

Chairman PERKINS. Let's make it real clear on career education. Commissioner Marland has so often spoken about how he intended to strengthen education, but the acts of legislation, the authorization and the budget, if I understand you correctly, convince you otherwise. Would you go over that again briefly.

Dr. BRIGGS. Present funding is $3.2 billion, and we are moving toward funding of possibly $2.7 billion. Future priorities have been given to children on Federal property, children in territories, and then on a somewhat reduced basis to the disadvantaged, and, then, the remainder will be for handicapped, vocational and supportive services, with a provision that 30 percent of it might be transferrable to other programs. It leaves me with a feeling that career education is in trouble as far as this bill is concerned.

Chairman PERKINS. Now, a couple of quick questions and then I'll turn it over to the other members.

Under special revenue sharing in the supportive services category, you dwelled on the importance of adult basic education in your statement. I'm sure you realize that under this category none of the funds would have to be spent at the State level for adult education.

Dr. BRIGGS. I'm afraid that that's there.

Chairman PERKINS. Under the administration's special revenue sharing bill, school districts with 15 percent or 5,000 poor children would be funded ahead of all the districts within the State. This may give you a little more money this year in Cleveland, but what do you think about all the title I programs in other school districts in Ohio? In other words, if the child is in a school district with only 14.9 percent or 4,999 poor children, he will no longer have a title I program. How do you view that?

Dr. BRIGGS. I think this would be tragic. Poor children need more help. I would hate to put in the record what I probably would do if

I were superintendent of that school. I think I probably would provide tuition for one nonpoor child to transfer in from another school so that I could qualify. Poor children, wherever they are found, are handicapped children for the most part. I think that society has got to see that they get the best education, because their parents cannot buy it for them. Therefore, we must provide it if we are going to develop a strong society.

Chairman **Perkins**. With your experience at the school level, is it your professional opinion that they put that provision in there because they were penny pinching and did not want to adequately fund the programs?

Dr. **Briggs**. I don't know their motives, but the effect would be economy, yes, sir.

Chairman **Perkins**. I agree wholeheartedly.

Now, you point out in your testimony that special revenue sharing will only count children once every 10 years for the distribution of the title I funds. In other words, this means you may get a little more money next year, but you will be frozen in at that level for 10 years. Would you be in favor of using some updated factor in this connection and, if so, would you tell us what you feel would be the best factor to use?

Dr. **Briggs**. Yes, I think that this should happen. You saw the chart on the growth in the number of poverty children, as well as the percent of poverty children in our city. This is not unlike other cities; it's not unlike Detroit, Chicago, Philadelphia, so on. I think we've got to come up with some kind of formula that considers this growth of poor children. If the will is there the technicians easily could update the formula so that the appropriations are realistic and are fairly current, and certainly not 10 years behind.

Chairman **Perkins**. Let me ask you this. I know the welfare problem is a tremendous problem in all the greater cities in this country. Do you feel that if we adopted a $4,000 low-income figure, and counted children from families with an income of less than $4,000 and those children on AFDC above the low economic factor of $4,000, that that would be an equitable factor for everybody concerned?

Dr. **Briggs**. Yes, I think it certainly would. It would recognize some changes, difference in costs of living. We don't have to look at our newspapers today to see what's happening to the cost of living, and it is happening in a more accelerated way to those who have very low incomes.

Chairman **Perkins**. You feel that would be an equitable way to handle the situation?

Dr. **Briggs**. Yes, sir.

Chairman **Perkins**. If we used the 1970 census data with more updating by the census people in the Department of Commerce and require those projections every 3 to 5 years, would you feel that this would be a sound way to handle this situation and still keep the AFDC?

Dr. **Briggs**. I think so—probably.

Chairman **Perkins**. Do you know of any better way to handle it than the low income factor?

Dr. **Briggs**. No.

Chairman PERKINS. Has that correlation held true to form in the city of Cleveland?

Dr. BRIGGS. It is almost absolute. I think sociologists made a mistake earlier in saying that this is a racial matter. I don't think it is. We looked at two of our poorest schools, on the basis of the percent of children from poverty homes, one all white, the other all black. Then we looked at two of our elementary schools where we had only 1 percent of our children from poverty homes, one all black and one all white. What did we find?

The first two, where the children came from homes with the highest incidence of poverty, had the lowest achievers, both black and white.

The other schools where students came from the most affluent homes, both the black and white, were our two highest achieving schools. There is an almost absolute relationship between poverty and the educational problems that children have.

Mr. BRADEMAS. Is not, Dr. Briggs, what you have said simply a confirmation in your own experience of the major findings of the Coleman report?

Dr. BRIGGS. Yes, I think to a great extent.

Chairman PERKINS. You feel the correlation is so strong that for all intents and purposes it's absolute so far as you are concerned?

Dr. BRIGGS. Yes. The substitutes that might be presented for poverty, I think, would very easily eliminate preschool children, particularly if any kind of a reading score, issued for children who are too young to learn to read.

Chairman PERKINS. That's what I am going to ask you about, the testing scores that have been proposed. What's your reaction?

Dr. BRIGGS. I must say we are comfortable with the system that has been used now for identification, particularly early identification. Now, I have no argument if we want to find some way later of identifying children who educationally are in trouble. This may be all right. But if we are going to solve the problem in the ghetto, in the poor districts of this country, we've got to do things before children are old enough to go to school. We've got to get down maybe to the 3-year olds, and I don't think anybody has yet devised a reading test for a 3-year old.

Chairman PERKINS. Mr. Mazzoli.

Mr. MAZZOLI. Doctor, the only question I'd like to ask you, because we do have quite a few people who want to be heard today, is at what point will we be able to satisfy the person on the outside, the person who is not privy to all of this inner-sanctum talk of ours today, a person who is not an educator and not a politician. How are we going to prove to them and by what point and by what means that these programs that have consumed billions upon billions of dollars are, in fact, doing some good, are realizing their objective and are helping the general community?

Dr. BRIGGS. I don't know. I would hope that, for example, today you are making an exposure here before the news media. I think the news media has a very strong responsibility to report very objectively the findings. I know the public, as they pick up the paper, always likes to read the bad things first; but somewhere along the line there have been successes that really haven't been reported. I think educators have a responsibility to do a better reporting job than has been done. It has not been done well. I am surprised when I see the statistics myself and see how much better these youngsters are doing than they were. Maybe we've got to have, as Representative Brademas pointed out, the new kind of research we hope will be coming our of the National Institute of Education. You've got a very fine and bright young man heading it. His father distinguished himself as the president of Case Institute of Technology and set up NASA, as you know. I met with the son in Washington a couple of weeks ago I'm impressed with the fact that he is a bright young man. I think we've got to interest the national, federally funded educational agency to go out and make some honest evaluations. If they are honest, and they show us to be wrong in some things, we've got to be willing to accept it and to make changes. Not everything is right, but certainly not everything is wrong.

I would say this. It takes some time to put anything into operation. I hate to think of the frustration that we are going to hit in this country if we walk away from the kinds of programs that this city has, as you heard reported on this morning, and come up with something totally new and different. When the parents find that the doors begin closing to certain programs in their neighborhood and the community, you are going to encounter a kind of a negative thrust. Folks are going to say, "well, why weren't we told the truth earlier?" It will be too late then.

Mr. MAZZOLI. Doctor, can I make reference back for my final question to our conversation in Lexington some months back. It seems to me that what we are saying today and what we are admitting is that local school districts must have the strings tied to the money because they could not withstand the political pressures that would be placed upon them to use the money in the way it is now being used. Is that a fair statement? Because you say if the parents see all these doors closing, well, as I understand it the intent of revenue sharing and all of its panoply is not to close any door, it is to let you open those, keep them open, open new ones and so forth. But is it fair to say that you don't think that most big cities could handle the problems that would attend trying to justify to the community, politically, economically, the continuation of these programs?

Dr. BRIGGS. We would have great trouble, no question about that. It would be with great difficulty.

Mr. MAZZOLI. Can you give me 5 years, 10 years, 2 years, 3 years, when do you think there could ever be a situation where you could handle that, or do you envision that that's a possible answer to give, that you can give any answer?

Dr. BRIGGS. I think it's pretty difficult. I'm not sure that it will clear. This is why I have liked the Federal categorical route. You as congressmen have picked national issues and you have said let us zero in on those national issues. You picked them in the Smith-Hughs Act when that was written a great, great act, dealing with agriculture. It made a great deal of difference in this country. When we were lagging in science you did the same with the National Defense Education Act. You put money behind science. You didn't tell us we had to but you said to us if you will we will pay, and we responded. It was categorical. You didn't give us money if we didn't put it into science. That's where it had to go.

Now in dealing with the great national problem, the urban problems today, and the problems of the poor, even the nonurban poor, you have done the same. And you have asked us about comparability. You have sent your federal auditors to look over our shoulder. And they have done even more than that; they have gotten closer to us than looking over our shoulder, to determine whether we spent this money as it was supposed to have been spent on the children of the poor. If it wasn't, you asked for it back. I do not argue with that. This is right, this is good. If it were not for this kind of direct categorical aid, you may be sure that we would have so many local pressures that it would go elsewhere.

Mr. **Mazzoli.** Thank you.

Chairman **Perkins.** Mr. Brademas.

Mr. **Brademas.** Thanks very much, Dr. Briggs. I think what you have just said in response to Mr. Mazzoli's questions, you have alluded to some of the major concerns some of us have about killing off categorical programs. It astonishes me once again that the administration could take this position, and I now quote the President.

> My administration has now had four years of experience with all our federal programs. We have conducted detailed studies comparing their costs and results. On the basis of that experience I am convinced that the cost of many federal programs can no longer be justified.

Well, so far as the Elementary and Secondary Education Act is concerned, I just don't believe that's true. I think that's a false statement whether it's made by the President of the United States or not. I don't think he can back that up, and what astonishes me is that, as I said earlier, assertions can be made that a program like ESEA title I doesn't work, when we have only had it since 1965, only had money since 1966, and that in many school districts, I'm sure not yours, but in many school districts, the moneys that were meant to be targeted on school districts where there were large numbers of low-income students were, in fact, spent on middle-income students, in violation of the intent of Congress and then people complained that we weren't getting apples off a pear tree, which is ludicrous.

Moreover, the President's posture fails to take into account that we really haven't spent very much money on these programs overall. I think that I am correct in saying that with respect to all elementary and secondary education in the United States, I am not speaking solely of money under title I, the Federal Government only contributes about 7 percent of the total cost. This is a drop in the bucket when you look at the magnitude of it, and then we complain, given all those qualifications, that we're not solving all these problems. But if I understand you correctly, in spite of these qualifications about which you have this morning told us, the school system of the city of Cleveland been able to demonstrate achievement under title I expenditures.

Dr. **Briggs.** That's right.

Mr. **Brademas.** You send me a copy of your report and I'll send it to President Nixon, because I think he ought to engage in a little reading achievement of his own and learn what's going on.

I have just one question, a final question, which goes to another of the contentions of the administration, namely the suggestion is that local school superintendents and local school officials are simply mired down in a sea of redtape, mandated by all these categorical programs, and that you would like to throw off the shackles and the bondage that all the paperwork represents and free yourselves from all of the troubles. Is this a serious problem for you in respect to categorical programs?

Dr. Briggs. For the city of Cleveland it is not a problem. It is not a problem. No. Sure, it takes a little time to learn the language of the bureaucrat, it isn't the English language. It takes a little time to learn how to write the programs, but it is not a major problem.

Mr. Ford. Would the gentleman yield at that point?

Mr. Brademas. Of course.

Mr. Ford. It's interesting to know that with all of the rhetoric about saving you the trouble of filling out forms, they take title I, title II, the impact aid program, title III, title V, NDEA, which, probably because they are all formula grant programs instead of application grant programs, have the least paperwork of all of the 100 Federal programs that he talks about, but he leaves all of the other programs that require these lengthy and repeated supplementations and lengthy applications with the office of the Secretary. So for all of the discretionary funds, and for some ninety-some programs, you'll still have to fill out the forms to the Secretary. For the program like Impact where you simply send in a head count and get a check back, he is going to save you from that paperwork.

Mr. Brademas. Any comment on that, Dr. Briggs?

Dr. Briggs. You know my comment. I concur absolutely.

Mr. Brademas. I have no more questions.

Mr. Ford.

Mr. Ford. Mr. Briggs has been a long-time associate of this committee on the writing of this legislation, and as much as any one superintendent has helped in drafting better parts of some good things that we weren't able to get passed. You have had experience as a superintendent in both the States of Michigan and Ohio. I'd like to preface this question by saying that Jack Gilligan is a personal friend and former colleague of ours, and I know we all on this panel admire him very much, so this is not directed at the current occupant of the Governor's seat. But a fascinating thing about the President's bill that's going to give you the school people, all this local control is that it says "The Governor of each State would be the agency for administering the program within the State unless State law provides for a specific single State agency to administer the program."

Now, currently does the Governor of Ohio have the authority to tell anybody how much money they get for educational programs?

Dr. Briggs. We have a separate agency in Ohio.

Mr. Ford. Does the Governor have any authority to administer education programs in Ohio?

Dr. Briggs. No. It goes under the State department of education.

Mr. Ford. And that's similarly the case in the State of Michigan, isn't it?

Dr. **Briggs**. This is right.

Mr. **Ford**. As a matter of fact, as a member of the constitutional convention in that State, I remember that going back and finding that from the beginning of our State, we have added constitutional prohibition against the Governor getting his mitts, whoever he might be, into the business of schools. We have kept them separate.

Now, much to our surprise, I don't know that anybody has ever introduced legislation in the 8 years I have been on this committee, suggesting that we turn over education to the Governors of the States. We find that it would be necessary, if the President's bill were adopted, to have a State like yours convene its legislature and enact a law designating your existing or some other agency as the one to administer education programing. Absent such action taken by the legislature, and then of course signed into law by the Governor, the Governor controls it all. Now, I know what Jack Gilligan is likely to do, and I suspect that even Bill Milliken over in Michigan would be anxious to turn it over to the education people. I'm not so sure of what the Governor of Mississippi would be willing to do, or even the Governor of California, once he realizes that all those millions of dollars would be coming to him, and that he could say to you as a school person, do thus and thus and so, then I'll give you your money.

As a long-time, experienced school administrator, do you think it would be wise for us to trust the administration of educational programs to Governors without regard to specific Governors or specific States as a general proposition?

Dr. **Briggs**. I am more comfortable if it goes through the regular local educational agency, because I think there we have only one priority, and that priority is education. As much as both of us admire Governor Gilligan, he is a very fine and friendly Governor, a very great friend of education. I think that you would find that he would say just exactly what both of us are saying here today.

Mr. **Ford**. One final question on this whole question of categorical aid and earmarking. Over the years we have been approached by people of good will with the idea that we ought to let them use these categorical funds for construction, because there is a tremendous amount of pressure at some places in the country on local budgets to get money for construction. I note that in the President's bill they just have a general permission after saying that you use the money for the disadvantaged and you use it for vocational education and so on, it then says, quite surprisingly, but you can use any or all of the money for construction for those purposes. Given the facts of life that they are only asking for $2.7 billion, that is a figure when translated out and applied against the current increase in the cost of living will give you less money to support your programs than you had last year. Would it be wise to permit the unlimited use of any of these funds for construction purposes?

Dr. **Briggs**. I would prefer keeping it entirely in the program, and allowing the other units of government that are traditionally responsible for construction do the construction. Now, if it were a massive expansion, that might be different. But there is a retraction, so therefore I'd keep it where it is.

Mr. Ford. You would object if the bill carried with it an additional authorization of $1 billion for construction purposes?

Dr. Briggs. No.

Mr. Ford. But you do object to allowing money to be diverted from program to plant?

Dr. Briggs. That's correct.

Mr. Brademas. If the gentleman would yield.

One question that Mr. Ford put to you, I was reminded wherein he was discussing with you the role of governors in title III of the Elementary and Secondary Education Act. Now, Dr. Briggs, you were one of the principal contributors to the title III idea because you had in your own school system engaged in such a variety of innovative and supplementary services and centers. I wonder if you would have any comment to make on the prospects for programs of that kind, given the President's fiscal 1974 budget phaseout of funds for title III and the impact of proposed revenue sharing on title III type programs?

Dr. Briggs. I'm afraid, Mr. Brademas, we'd be in real trouble with our programs like that, because they were written around innovation. I think you may be interested to know that that program was written around the concept that you were very familiar with, you were helpful with it at the time, i.e., bringing together at one educational center exciting ideas that could not be done in the neighborhood school. The center would be downtown, where we would have a racial mix, an economic mix, and a religious mix. It has worked out very well. However, later guidelines were written into it that would not allow the money to be used more than for 3 years for a similar project. So that project now is totally self-supporting in the city of Cleveland, and within a few weeks we will break ground for a $5 million addition right downtown, a beautiful new supplementary education center, which tells you that the seed money that you put in in title III led to the kind of excitement that the people of the city of Cleveland said we want more of.

Mr. Brademas. That's very encouraging indeed.

Dr. Briggs, have you any other comment you want to make before we turn to our other witnesses?

Dr. Briggs. No. I want to thank you and the committee for the opportunity of testifying again and congratulate you on your sincerity and your leadership and to again say thank you for the many courtesies you always extend to us.

Mr. Brademas. You are very welcome and we want to thank you for your help. Thank you, Dr. Briggs, and your associates.

[The Boston Globe article entitled "Revenue Sharing, A Fraud: No 'Bonanza' for Cities and States" follows:]

REVENUE SHARING A FRAUD: NO "BONANZA" FOR CITIES AND STATES

(By Martin F. Nolan and Thomas Oliphant)

WASHINGTON.—Revenue sharing is a fraud.

An examination of the facts and figures available indicates that the program—now in its first few weeks of operation—is both a fiscal shell game and a philosophical swindle.

The Federal government's supposed bonanza for states and cities eventually will leave states and cities poorer than before.

President's Nixon's centerpiece of his "new federalism" not only raises doubts about the plan's execution, but calls into question the idea itself and the acclaim with which it has been escorted since its debut almost a decade ago.

Once governors and mayors start adding up their budgets, they may conclude that they have been both victims and perpetrators of a massive bunko enterprise, a conspiracy fueled by inertia and high-toned rhetoric.

With one hand, the Federal government is now sending a few billion stringless dollars to states and localities.

But with the other, the Nixon Administration is preparing to take back more than it gives by ending, cutting, phasing out, and emasculating the far larger collection of specific programs of Federal aid to state and local governments.

The results, which will gradually become visible and tangible over the next 18 months, will be a net reduction in overall Federal assistance, despite revenue sharing.

That is not what original proponents of the concept, from both ends of the party and ideological spectrum, had in mind when they advanced it in the mid-1960s.

Nor is it what President Nixon promised would be the case when he embraced revenue sharing in 1969, 1971, and as recently as last year.

Nor is it what the country's governors and mayors were promised when their vital support for the Administration's proposals was ardently solicited four years ago.

Two sets of numbers make the basic point. During the current government fiscal year, which ends June 30, $45 billion is the official estimate of the total amount of Federal aid of all sorts that will go to states and localities.

The following year, the total will dip to $44.8 billion, the first time this has happened in recent history. Just to keep up with inflation—in other words, just to stay at the same real level—one would have expected an increase in Federal aid next year to at least $46.5 billion.

Moreover, the total disbursements from the Treasury that take the form of loans to local governments and states will also drop, from an estimated $1.9 billion this year to $1.6 billion next year.

Meanwhile, regardless of how one feels about the specific forms of Federal aid that are about to go down the drain, the fact is that all the problems at which this aid was aimed continue to cry out for solutions, all of them expensive.

The major change under revenue sharing is that now there will be less money from all levels of government to help solve them.

The system called revenue sharing by the Nixon Administration has two parts.

The first is general revenue sharing. This is the simple disbursement of Federal money to cities, counties and states to do with essentially as they please.

As it works now, it is a five-year program that will have sent $30.2 billion to the hinterlands by mid-1977. Because this fiscal year's outlay is inflated by the inclusion of a retroactive payment going back to the beginning of 1972, next year's payment will drop to $6 billion from $6.8 billion this fiscal year.

After that, outlays will rise ever so slightly for two years—to $6.2 and then $6.3 billion—before falling off steeply to $4.9 billion in the final year.

That is not revenue sharing as first proposed by Walter Heller or even Richard Nixon.

For one thing, the payments don't expand each year with the economy's growth and the tax base's expansion; they shrink.

For another, what is involved is a five-year program, not the earmarking for all time of a fixed percentage of personal income tax revenues for revenue sharing.

That is what President Nixon claimed was essential back in August 1969, when he formally put revenue sharing at the top of his "must" list of domestic legislative proposals.

In his budget for the 1972 fiscal year, Mr. Nixon has proposed that 1.3 percent of the taxable personal income in the country go right to the cities and states. On this basis, the annual payment would have risen to around $10 billion by 1980.

What happened, as has been the case so often during Mr. Nixon's Presidency, was that he failed to win the approval of fiscal conservatives in Congress, and ended up settling for much less than half a loaf.

What's more, in the budget unveiled last month for the coming fiscal year, the President violated perhaps his most important promise regarding general revenue sharing.

As he put it on Feb. 4, 1971, "It would not require new taxes nor would it be transferred from existing programs."

However, his latest budget makes it painfully clear that general revenue-sharing dollars are indeed coming out of funds for existing programs.

For example, in a discussion of the end of grants for local community action agencies, the budget says:

"If constituencies of individual communities desire to continue providing financial support to local community action agencies, general and special revenue-sharing funds could be used."

Even more damning is this sentence in a document prepared by the huge Department of Health, Education and Welfare:

"With the increasing availability of general revenue-sharing funds, it is expected that states and localities will be able to continue the most promising projects and programs formerly supported by Federal categorical assistance programs."

Such statements, blithely ignoring the once sacred pledge, appear all through the latest budget documents.

The second part of the Nixon system, for now still in proposal form, is called special revenue-sharing.

As currently envisaged, this would involve lumping several specific Federal aid programs in a given field into one sum which the states and cities could spend within that field anyway they choose.

The latest Nixon budget proposes such an approach in four areas—education, law enforcement, manpower training, and urban community development.

As originally set forth two years ago, there would have been somewhat more money going to cities and states under special revenue sharing in each field than under the specific programs being replaced. In short, both more freedom and more money was being offered.

Now, however, the whole (special revenue sharing) has become less than the sum of its parts.

In its first full year of operation, the Administration would send $6.9 billion out of Washington under special revenue sharing. However, two years ago, for the same four areas of activity, the proposed total was $7.5 billion, and that was supposed to just cover the amount then being spent under the specific efforts.

Not only have inflation and an increase in the seriousness of the problems in these areas laid a case for greater, not less, spending at all levels of government than was proposed two years ago, but the Administration has also moved to "fold in" even more specific Federal aid programs to the special revenue-sharing pie, while terminating and cutting many others.

The result is an impossibly complex fiscal shell game, in which the Federal aid money has become hopelessly lost. The only thing known for sure about it is that it's shrinking.

Meanwhile, other forms of revenue sharing, under the general heading of fiscal relief, have disappeared from Mr. Nixon's budget plans, or are about to.

One example is welfare reform, once gloriously described as a certain means of getting one exceptionally pernicious monkey off the backs of states and cities. Today, while the budget is silent, intellectuals argue over who killed the corpse.

Another example is the 18-month-old effort to pay states and localities almost all the cost of hiring and training the new employees they will need to perform all the tasks Mr. Nixon wants to shift out of Washington.

About $1 billion will go forth from this city this year for that purpose. Next year, however, Mr. Nixon wants to cut the total in half, and then kill the whole thing the following fiscal year on the specious and largely irrelevant pretext that unemployment in the economy's private sector will no longer be a serious problem.

Finally, there is the fact that the budget for the next fiscal year documents Mr. Nixon's determination to end or cut some $10 billion worth of Federal domestic spending both of the direct and local aid varieties.

Thus, states and cities are going to end up poorer, no matter how you slice up the budget;

The total amount of Federal aid to them will drop.

Special revenue sharing will mean less money than they are now getting under the specific, or categorical programs.

Federal domestic spending generally will have its growth severely stunted.

And, perhaps most important of all, the costs of adequately dealing with crime, slums, lousy schools, and other by-products of poverty will go on jumping while general revenue-sharing payments drop.

Historically, the entire concept of revenue sharing has been bracketed by American involvement in the Vietnam war. Discussion of no-strings-attached block grants to states and municipalities began late in 1964, when Vietnam was on the periphery of American public concerns.

Now, Americans are just beginning to look at the peculiar procedure by which their representatives have decided to keep stitched the fabric of their Federal form of government. The man most responsible is Walter Wolfgang Heller.

In a memo to President Johnson in December 1964, Heller, then the chairman of the President's Council of Economic Advisers, suggested that an anticipated surplus in the next budget would create a fiscal "drag" upon the economy. The unprecedented, high-Federal-spending, low unemployment economy could cough and sputter if idle dollars did not continue to prime the pump of the economy, Heller argued.

But the "surplus" Heller envisioned vanished in the jungles of Southeast Asia. This year's deficit, a continuing hangover from the war, and the Nixon recession, is $24.8 billion.

Even so, throughout 1967, optimism abounded in Washington, in state capitals, in city halls and in both political parties that revenue sharing would mark the beginning of a postwar bonanza of fiscal "dividends."

After leaving the Johnson Administration to return to the University of Minnesota, Heller spoke at the Godkin Lectures at Harvard's Memorial Hall in March 1966. His definition of revenue sharing carefully included the preservation of traditional grants-in-aid from Washington:

"The revenue-sharing plan would distribute a specified portion of the Federal individual income tax to the states each year on a per capita basis, with next-to-no-strings attached. This distribution would be over and above existing and future conditional grants. . . . Conditional grants for specific functions play an indispensable role in our Federalism. They unite Federal financing with state-local performance in a fiscal marriage of convenience, necessity and opportunity."

But in Congress, Republican leaders looked upon revenue-sharing as a convenient means of decimating the New Deal and wiping out the lumbering bureaucracy that had been the target of GOP rhetoric since the 1936 campaign of Alf Landon.

"We will continue to press vigorously for early enactment of a general revenue-sharing measure to replace the existing grant-in-aid programs," the chairman of the House Republican Conference said on the House floor in April 1967. Those prophetic words were spoken by Melvin R. Laird of Wisconsin, who five years later could see his vision emerge closer to reality as he left the job of Secretary of Defense in Richard Nixon's Cabinet.

Heller argued against cutting back on Federal aid programs, telling a joint economic subcommittee in 1967 that "putting the grants in conditional form enables the Federal government to apply national minimum standards, ensure financial participation at the state and local levels through matching requirements, and take both fiscal need and fiscal capacity into account."

This is precisely what revenue sharing does not do today and the Nixon Administration budget openly admits that the program it seeks to cancel—Model Cities, for instance, or community action and poverty programs—be funded with revenue-sharing money.

Heller had argued that states be rewarded for "their fiscal courage, their fiscal efforts." He told the Godkin Lecture crowd at Harvard that states deserve "an A-plus for their tax efforts."

"Since World War II, their quantitative role has been growing steadily. Indeed, they can lay claim to being the country's greatest growth industry,' " he said.

"Their expenditures have expanded more rapidly than those of any other major sector of the economy, public or private."

The Heller argument for the states was not new, not even at the podium of Sanders Theater in Harvard's Memorial Hall. In 1962, the Godkin lecturer was

Nelson A. Rockefeller, governor of New York and his topic was "the future of federalism."

Rockefeller said:

"The striking fact in our domestic political experience since World War II has not been the growth of Federal government—but the far more rapid expansion of state and local government to meet growing social needs."

Both during and after his doomed presidential efforts in 1964 and 1968, the New York governor was the most indefatigable salesman for revenue sharing. Every fellow governor left every governors' conference at various spas burdened down with charts, graphs and fulsome Rockefeller rhetoric on the need for revenue sharing.

Well after being elected to an unprecedented fourth term in Albany, Rockefeller muscled his own congressional delegation as few governors have done on any issue. "It's astonishing," said Rep. Hugh Carey of Brooklyn, who felt the gubernatorial heat because he served on the Democratic side of the House Ways and Means Committee.

But throughout the late '60s, opinion was far from unanimous on revenue sharing. An AFL–CIO spokesman said in 1971:

President Nixon's revenue-sharing proposal is like the ballplayer in the old joke who can't hit, can't run, can't throw and can't field—but looks good in the dugout. The President's plan, too, looks OK in the dugout. It says to states and localities, most of which are hard-pressed for funds: 'Here's a bunch of money. Do something with it, anything.' But when it emerges from the dugout and you get a better look at it, the performance potential just isn't there."

But the labor movement was out-muscled by its former allies among intellectuals. Not only Heller, but such luminaries of the New Frontier as Richard N. Goodwin and Daniel P. Moynihan began writing odes to the nobility and frugality of local government in intellectual journals. Moynihan, of course, became a salesman for revenue sharing when he joined the Nixon White House in 1969.

A few intellectuals dissented. Christopher Jencks of the Harvard Graduate School of Education did so in a 1967 article in the New Republic, "Why bail out the states?"

Focusing on "simply increasing aggregate expenditures" as the fundamental basis of revenue sharing, Jencks wrote that such an increase is always "a prerequisite to improved service, but is by no means a sufficient condition for it."

"State legislatures are less concerned than the US Congress with the general welfare, and more amenable to various special interest groups, ranging from the bankers and the liquor interests to the state education association. The refusal of the legislatures to raise taxes is a symptom of this domination, and the Heller plan, while alleviating the symptom, will leave the basic pathology untouched."

The nation's press chorused editorial approval of revenue sharing, due in part to its eloquent spokesmen and because the clamor of mayors and governors hit close to home. A newspaper editor, no more than a politician, wants to go around urging a rise in taxes.

But the media-type symphony of praise for revenue sharing failed to take into account the shifting fiscal, philosophical and political picture. No better illustration of this laggard attitude could be found than in two different Walter Heller appearances on NBC-TV's "Meet the Press."

On Nov. 27, 1966, the Minnesota professor discussed revenue sharing as well as other economic issues. On February 11, 1973, Heller appeared on the same program and was not asked a single question about revenue sharing, not even on its obvious relationship with the drastically reduced Nixon budget.

On the 1966 program, Heller welcomed the interest of Republican congressional leaders, saying, "economics, like politics, makes strange bedfellows."

That may be the lesson of revenue sharing's first few months of operation. No such enterprise could have succeeded without the support of all branches of all governments at all levels. Ever since the Peloponnesian war, politicians have enjoyed passing the buck from one level of government to the other, as long as the buck belonged to a taxpayer.

The idea of revenue sharing, instead of being ignited by the energy of American government, may instead be a product of political fatigue. As Christopher Jencks argued in 1967:

Tired after four years of struggling with a recalcitrant Congress and an unwieldy Washington bureaucracy, intensely aware that their dreams of

> 1960–61 are far from fulfilled, many New Frontier graduates have begun to talk about the importance of local initiative and responsibility . . . the result is a bizarre alliance between the troglodytes who sermonize about states' rights and Federal wrongs, the special-interest groups who know it is easier to manipulate state legislatures than the national one, and the faint-hearted liberals. This united front may yet carry the day."

Mr. BRADEMAS. Next we shall hear from a panel representing the Jefferson County Board of Education, Superintendent Richard Van Hoose, the board president, Fred Pfannenschmidt, and members of your school board staff.

Mr. VAN HOOSE, if you could summarize your statement, sir, if you have a prepared statement.

Mr. VAN HOOSE. No, sir, just talking from notes.

Mr. BRADEMAS. That would be fine. We look forward to hearing from you.

STATEMENT OF RICHARD VAN HOOSE, SUPERINTENDENT, JEFFERSON COUNTY, KY., BOARD OF EDUCATION, ACCOMPANIED BY CLYDE CAUDILL, SCHOOL BOARD STAFF

Mr. VAN HOOSE. First, congressman, we'd like to express our appreciation for this privilege of testifying here today. We recognize the fact that the hour is late and that you have been over many of these things that were in our notes and we certainly don't want to be repeating too much.

I have testified many times before the Education Committee in Washington, and many of the things in the new Education Act that are spoken about as negative points have been brought up many times in those discussions, and I feel a little hesitant to agree with too much of the new act, because it seems to me that many of the things are points that were picked out of negative things that we might have brought in in previous testimony in an effort to upgrade the categorical programs that we have. So I'm a little hesitant, although I do agree with the act's efforts to reduce proliferation of paper work and to consolidate wherever programs can be consolidated and this kind of thing. However, the revenue sharing features that appear in this new bill that we have only had in our hands just a very short time, and we're not really sure of what we are saying and talking about, doesn't completely convince me that all of this paper proliferation and consolidation that we are talking about is going to take place to any great degree as a help to the local school system, because it looks like it might be just transferred down to Frankfort from Washington and we go on pretty much as we are. I'm not trying to be so negative on that point as I am practical because of the things that were written into the bill.

Congressman, I think I should say that I came into this job about the same time you came into your job. Of course, you're a much younger man than I am.

Chairman PERKINS. Let me say that you were in Washington, and your people that came from Johnson County, my congressional district. We made a great contribution all over the country, not only to Jefferson County but all the other States in the Nation. You're doing a good job down here, Mr. Superintendent. We appreciate you.

Mr. FORD. That's my cue from Mr. Perkins to once again publicly thank him for all of the former residents of his district who now live in mine in Michigan. They are the finest citizens that I represent.

Mr. VAN HOOSE. While I was sitting here listening to the testimony, occasionally my mind wandered, I couldn't help but notice the gentleman facade up here, but how much the absent ranking Republican added to it with his representative here today; he did something for you today that he couldn't have done had he been here by having such a delightful representative.

Chairman PERKINS. Chances are he would have done it.

Mr. VAN HOOSE. So we are glad to participate and be a part again of some of the testimony that will become part of the record in your committee and from which you will hope to make some judgments on the matter.

Chairman PERKINS. I want to interrupt you to say that another one of your dedicated assistants Clyde Caudil is from my district.

Mr. VAN HOOSE. We have him here sitting with us and we hope he'll get a chance to make a comment. He has been a valuable member of our staff now for a number of years.

Mr. MAZZOLI. You do have some people from Jefferson County, don't you? I mean you must. Just to get the record clear you have one or two people from Jefferson County, or do they all come out of the seventh district? Just so we kind of keep——

Chairman PERKINS. Probably the board members have strong connections.

Mr. MAZZOLI. See, you not only get my administration, you get the school board, you take it all.

Mr. VAN HOOSE. If the Congressman will excuse me, I won't comment on that. I will talk to you in private some time.

Mr. MAZZOLI. Thank you.

Mr. VAN HOOSE. Another concern that we have, and I will go through these as quickly as I can. A system our size and, as you know, when I became superintendent, I think Congressman Mazzoli knows this, we only had 12,000 or 15,000 students in the system, and now we are up nearly to 100,000. However, we have just about leveled off it appears. But during these 20 some-odd years that I have been wrestling with this problem, I have been conscious of the fact that systems our size, and growing as we are, are kind of in a no man's land in all of this planning, and I'm not sure whether this new act that's being proposed, known as the Better Schools Act, will do anything particularly for us, particularly where it asks us to participate in a statewide hearing of some kind before these monies could be distributed or allocated. As I understood it, this is a part of the provision of this new act.

Well, for a system like ours and like Louisville, as large as we are, even though this would be an open hearing, the opportunities for us making our points would be rather—could be very well overwhelmed by the number of smaller districts in our state. Seventy percent of the districts in our State have 3,000 or less pupils. So it does worry me a little bit about how we would get our input into a revenue sharing situation as pointed up in this bill.

We'd like to see some further clarification, too. on this total input situation. I didn't get a chance to pull that out of my bill in the reading. The distribution formula doesn't quite come clear to me and certainly the question of local control is not pointed up in a way that I think it should be pointed up for me to accept it as a new approach to resolving our distribution of funds back from Congress to the local school system.

I think everybody knows that the bill has just come down to us recently and that we have had all kinds of conjectures almost daily about what's in the bill and what would be in the bill, and I'd get set on one direction, thinking, just to find myself turning the corner and going back over in another direction the next day because of the variety of things that have come down to us. So I am a little off balance today, and don't——

Chairman PERKINS. Let me say to my distinguished friend that most of those programs have come out of our committee and we have access to what expenditures have taken place in 1972–73 and what they estimate in 1974 and 1975.

Mr. VAN HOOSE. We certainly will be calling on you, because we will need that information to make valid judgments, but on the basis of what we have now, Congressman, we're not very effective.

Along that same line, if we can get a comparison of fiscal 1972 to 1973 or 1973 and on into 1974 as it might apply to us, this would be very helpful, because I think from the little bit of information we have, we see that we are going downhilil rather than uphill, or not even holding our own, I should say.

For example, in title III, we are going off $126,000 just this year, and Public Law 874, we're losing $500,000 this year, and next year under Public Law 874 we'll lose the rest of it of over $100,000.

Mr. MAZZOLI. Mr. Superintendent, let's talk for just a minute about that. I'm aware that money would be extracted from your budget if part B of the impact aid doesn't come through. Do you have some data or some documentation that would satisfy a skeptic about whether or not there is some relationship between the money that's paid in by way of the formula and the loss that you might sustain by having these Federal installations in your district? Do you have any paperwork that would justify that? Is there any relationship between the amount that you get paid and their existence?

Mr. VAN HOOSE. Well, sir, on the part B aspect, these people living in our community, (and we get 50 percent on the formula as it is) if they were working for industry we'd also be getting another so-called 50 percent from industry through taxes, but they do work for a Federal agency, whether they live on it or not. That pays no taxes and brings these people into the community. So there is a relationship.

Now, whether we have the figures, the dollar figures to show this, I'm not sure, but certainly there is that relationship. You know, we have a number of installations right in our own——

Chairman PERKINS. But you have a number of children involved in the B category, don't you?

Mr. VAN HOOSE. Yes, sir, we have quite a number. I have forgotten the exact number. We probably have that information somewhere in our crowd here. There is a definite relationship, because if I'm working in the community and paying taxes and working for an industry that's paying taxes, that's a better deal than somebody working in the community and paying taxes but working for something that isn't paying taxes.

Mr. MAZZOLI. In other words, as I understand this impact, you get one-half?

Mr. VAN HOOSE. For the B.

Mr. MAZZOLI. For the B children, and that's the half that you are made up because the employer doesn't pay taxes and the employee does. These people live in the community and they therefore pay all the taxes they would normally pay, real estate taxes as well as occupational taxes.

Mr. VAN HOOSE. They do.

Mr. MAZZOLI. So if this were a tax-paying employer, this is essentially what it is.

Mr. VAN HOOSE. That is the point.

Mr. MAZZOLI. How many millions of dollars does this affect Jefferson County schools, or hundreds of thousands of dollars or whatever?

Mr. VAN HOOSE. We were up close to $800,000 income from this source. We are down, we were down last year and we are going to lose 500,000 this year, and next year on the formula——

Chairman PERKINS. What did you get on your B category in '72?

Mr. GRAYSON. About $800,000.

Chairman PERKINS. And under your A category?

Mr. GRAYSON. Congressman, we have very few.

Chairman PERKINS. In the B category you are going to lose the $800,000.

Mr. VAN HOOSE. We are going to lose everything, that's correct, so we are very much concerned about that. Since the procedure for allotment of funds requires the amount allotted to the States for special education needs at the preschool level, or at any other educational level of deprived children, be expended at a 75 percent rate for instruction in basic languages and mathematics skills, we are concerned about that formula, too, because, in some instances, we have gone on here as the head of our special schools, and we have Mr. Farmer representing all of our special education areas. In programs for these special children, this could work to their detriment, because they don't need basic language training and basic mathematics. They need social adjustment and understanding in how to cope with certain deficiencies that they might have physically to overcome things, so that they could just learn a minimum of these other kinds of things. So this 75 percent mandate that has to go for all children gives us come concern and we think that ought to be clarified.

Mr. MAZZOLI. The 75 percent, that was from what source, where did you get that?

Mr. VAN HOOSE. The 75 percent must be educational level of deprived children, be expended at least 75 percent for instruction in basic languages and basic skills.

Mr. MAZZOLI. I see.

Mr. VAN HOOSE. Well, for certain children who are deprived——

Mr. MAZZOLI. That's where re-ed would take it, it doesn't necessarily teach basic skills but it certainly does help the disadvantaged child.

Mr. VAN HOOSE. Yes.

Mr. MAZZOLI. I think this points out what problem the committee is wrestling with, Mr. Van Hoose, and that is that for all these many years there has been this connection made between poverty and educational disadvantaged, and we now find that that necessarily doesn't always hold true, though there is a higher incidence of so-called deprivation educationally in this group. We then find that there has been a great move in Congress these years to focus this on teaching these children to read and to write and to cipher and to function, which would be your basic skills, where we now find that not just in those inner city areas but other areas it takes something maybe more than just simply basic skills, so that the earmark, and I migh say that Secretary Weinberger, this earmark of 75 percent was a throw away. You know, they indicated it was very much negotiable but nonetheless——

Mr. VAN HOOSE. This is a good point.

Another point. Although the act says that they would like to eliminate categorical aid, and in doing so this would eliminate the proliferation of paper work, and maybe it would bring about consolidation of projects, it would promote more efficiency and this kind of thing, we're not sure that this would work out just as it says here, because after you take 3 percent and 60 percent, these have to be deducted, as I understand the formula. Please forgive me for being so elementary in this at the moment. We haven't studied it long enough to feel secure in our discussions. The remaining 40 percent of the allocation to be divided 16 percent for pre-school and special education, 43 percent for vocational education, and 41 percent for supporting services and materials. Now, I heard that mentioned earlier in some of the discussion. I'm not sure this would be a realistic approach to the resolution of those problems. It needs a considerable amount of thinking, I believe, and study on the part of a number of school districts across the country in order to see just what to do. Again, this idea or this thought a moment ago of having this comparison from fiscal year to fiscal year with this kind of a formula in the picture would help us a great deal, and we certainly would like to lean on you for this kind of help.

Mr. MAZZOLI. We'll be able to help you there, Mr. Van Hoose.

Mr. VAN HOOSE. The third thought that we'd like to mention here is the provision for the State to withhold funds for special education of neglected, delinquent and migratory children. There is some question in our mind as to what the definition of a neglected child might be. We aren't saying that we are opposed to that thought. We're just saying we're not sure that the definition has been made clear, at least to us. This could affect the programs that we have now dealing with the needs for special education in special areas and special needs. For example, we could go back again to Don Alwes' program here.

The fourth point, what is the rationale behind the provision for double payment to school districts who transfer poverty children from high majority poverty schools to low majority poverty schools? Now, the bill just has that in there. It has no rationale or no explanation, and Mr. Weinberger didn't elaborate on that either.

Mr. MAZZOLI. I think that grew out of the busing problems that we had last year.

Mr. VAN HOOSE. Oh, you think that refers to——

Mr. MAZZOLI. I'm sure it does. It's to try to get minority shifting without the need to have transportation and all kinds of dislocating schemes, and this is one way so that the recipient school gets counted and the donor school is also counted, in other words, has a count, so that they don't suffer a loss if there is internal shifting without the need to have massive changes that way. So that really stems from the need to try to induce in this way financially internal shifting to achieve a little better balance without having to go through the busing problems.

Mr. VAN HOOSE. Well, that——

Mr. MAZZOLI. So it sort of is only peripherally an educational matter.

Mr. VAN HOOSE. I see what you mean.

Another point, and I have heard this mentioned here today, the procedure for administration of funds is vested in the chief executive officer of the State. Well, that would be the Governor on our case and, as I understand it, at the present time our funds should be coming through the State department of education, although this bill doesn't make that clear, and I think that school people like it the way it is, we like to deal through educationally oriented people in the State department of education.

Mr. MAZZOLI. Secretary Weinberger was really nailed on that one at the hearings, and he insisted, and all of his staff did the same, that they intended nothing by that except to reaffirm what's presently the case, you work through the superintendent of public instruction, even though in Kentucky he is not elected until next year. But he said there was no endeavor to try to work through the head, the Governor of the State. But there was such concern expressed by the members of the committee that there is some question, and I am confident that if this bill gets at all a real shot to be drafted that's going to be deleted.

Mr. VAN HOOSE. It also gives you the concern, the possibility of another agency being created, that we would be competitive to our own department, which I think could be detrimental rather than helpful.

I covered the point a moment ago on Public Law 874, and I won't go back to that again at this time because of the hour, but I would like to say this: we are not completely negative to the idea of general aid. We think, and I think from what Congressman Perkins said and maybe you, too, Congressman Mazzoli, that you all as Congressmen aren't negative to this idea. I think we are concerned more about the sudden thrust——

Chairman PERKINS. You were up there in 1949 and 1950, you and John Brooker, in connection with trying to get the general aid bill passed. The only reason we could not go in that direction was because of the obstacles we had in Washington. Since then we have had to go in the direction we are going now.

Mr. VAN HOOSE. That's correct.

Chairman PERKINS. We have no other alternative except to take care of the disadvantaged and to go from there.

Mr. VAN HOOSE. Yes, sir, and I think that point is well made here, in that here's all of a sudden another thrust in a new direction that to me is a little bit too fast. We're not necessarily opposed to categorical aid. Categorical aid has served us very well, so we can't say too much bad about it, but for example in our efforts right now, and Congressman Mazzoli was on our committee here before he went to Congress, he's still on it but we don't expect him to attend the meetings, when we were working on our year-around school program. We started back in 1968 on that, and the Congressman was in our legislature at Frankfort as senator, and if we had had some form of general aid, I think we might have very well worked that into our budget and gotten more aid from the Government than we are able to get under the present plan.

Now, we did do very well under title III, we were able to get some discretionary funds, and I think you all will recall, both of you will recall that I talked to you at one time or another about this, and we were pleased with that, and we are rewriting curriculum with that money. We are at the point now where we need a little more help to push over an idea that I think has great possibilities, and one that would have nationwide implications for educators, and certainly for the Congress in trying to deal with this matter of year-around schools. I know that has been before your committee. I have testified there on that, too, and I know that you are concerned with better utilization of our facilities and the better utilization of our teachers and our personnel on a year-around basis, and that's what we are trying to do here. I think if we'd have had some kind of general aid, that possibly we would have been able to work into that kind of a thing better, because that didn't exactly fit any of these categories. It did fit this innovative area that Congressman Perkins spoke about a moment ago in title III and that is where we did get some help. We have been back to that well and it seems to have gone dry since we were there, and we're still looking for some help now to carry on our project.

That concludes my remarks that I wanted to make. We do have a number of people here, and if you have questions you'd like to—I'd like for Mr. Caudill here, I know that he has something to say about his program, he has worked directly in this program. I'd like for Don, if you people would care to say something, Mr. Grayson here, our finance officer; if you have time I'd certainly like these people to make a comment.

Mr. CAUDILL. Mr. Chairman, Congressman Mazzoli, I want to express my gratitude to you, both of you for taking your time and coming to hear our testimony today. No time in my life have I had the opportunity to express an opinion on any bill that has been before the Congress of the United States. It is encouraging to me that you are allowing the citizenry to be heard and become involved.

Of course, I want to offer my special thanks to Chairman Perkins, who as you heard has served in my home district, the Seventh Congressional District for the past 24 years, and he has done this with such enthusiastic dedication that there leaves no doubt in anyone's mind as to his commitment to the disadvantaged and to the educational programs. For that I am greatly thankful.

It has been stated by some of our opponents to categorical aid that some of the programs weren't working. I'm sure those people that made those statements feel that they are accurate, and I'm sure that they are basing their statements on studies that have been performed or conducted. However, I question the validity of some of the studies, and I want to use two cases in point.

One is a study conducted by the Westinghouse Foundation on our headstart program. In the summer of 1969, a representative of the Westinghouse Foundation, operating out of Ohio State University, was sent to evaluate the headstart program in one of our poverty communities, our target communities as designated by the poverty level. It was not certain to us how the evaluation came out. First of all, there was no summer program in operation at the time he was conducting his evaluation. Second, the persons he needed to contact to answer questions were not available. Mr. Hancock, our assistant superintendent for Federal programs never even saw the man. So as to what kind of validity you have in his evaluation I would question.

The second case involves the Manpower Administration through the Neighborhood Youth Corps. A representative from the Manpower Administration and I visited one of our schools for the purpose of evaluating the program by asking questions of the enrollees. This we did, and one of the questions that I recall very vividly was "Do you receive any counseling?" Three-fourths of all the young people we talked to said "No, we haven't received any counseling." We immediately went back to the coordinator of the program at that particular school and took him to task, and his reply was, "You asked the question wrong." He said, "You go back and ask the students if they have received any part of my time concerning vocations, personal problems, budgeting, et cetera." That we did, and they all said, "Yes, we see him every day and talk to him about these programs." So let me conclude by saying that it's possible that programs get poor ratings, because those people doing the evaluating may not really understand their problem, or may not even be phrasing the question correctly.

Thank you.

STATEMENT OF ERNEST GRAYSON, ASSOCIATE SUPERINTENDENT OF FINANCE, JEFFERSON COUNTY, KENTUCKY SCHOOLS

Mr. Grayson. I am Ernest Grayson. I am the associate superintendent of finance of the Jefferson County, Ky., schools, and I have appeared before this committee in Washington on hearings on Federal aid.

As the chief financial officer for the Jefferson County schools, it is my job to try to work with the superintendent and keep our budget in balance, and obviously we have had some problems this year and in previous years in trying to keep this budget balanced.

One of the concerns I expressed to the committee when we were in Washington last was the matter of Public Law 874. As has been mentioned previously, we were getting approximately $900,000 a year. It dropped a little last year; this year it looks like it will drop about $550,000; next year we'll be completely out of it. This means over a 2-year period a $750,000 to $800,000 loss.

Now, it can be said that this is a small sum of money if you are talking in terms of a $70 million or $80 million budget, but it means a lot to our school system because we try to relate this to kids, and this is a general Federal aid program, as Congressman Ford said, where you fill out the form and then you get the check back. It figures out to somewhere about $6 to $7 per pupil for every child in Jefferson County who will get less educational opportunity.

I feel the Congress should continue this impact aid, and, if there is thought somewhere along the line of eliminating the program, it ought to be written in the program some method of breaking the loss gradually, rather than making such a catastrophic breakoff as it is this year for us.

I know I speak probably for at least 50 school systems in the State of Kentucky who are affected by this same problem that we are. Because of the unique way that we have the dependent schools here in Kentucky, with Fort Knox and Fort Campbell, there is not very many A pupils at local school districts receiving reimbursement, and this, of course, in the Better Schools Act is all that are going to be paid for through the pass-through money.

I know the Congressmen are both aware of the fact that Kentucky ranks about 47th out of 50 States. I do not believe that the present method of allocation as proposed in the Better Schools Act will help us move in a better position. We may even be in a worse position. Fortunately, we can only go to 50th.

Mr. MAZZOLI. Forty-seven out of 50 in what category?

Mr. GRAYSON. In expenditures for pupils.

Mr. MAZZOLI. Per pupil expenditures?

Mr. GRAYSON. That's correct.

Mr. MAZZOLI. Thank you.

Chairman PERKINS. Are there any further questions?

Mr. GRAYSON. May I make one other point?

Mr. MAZZOLI. Yes.

Mr. GRAYSON. You were asking a moment ago about property in the Jefferson County school district. The naval ordnance station is located in our school district, and I would estimate conservatively that this plant, its value and the property where it is located in the prime industrial area would probably be assessed at a minimum of $30 million. Now equate that to tax rates, our local school taxes, this would probably bring at least a quarter of a million dollars. There is some other property, too.

Mr. MAZZOLI. Two hundred fifty thousand as against something around eight that you may have gotten at one time?

Mr. GRAYSON. Yes, sir.

Mr. MAZZOLI. That's the reason I asked the question, Mr. Grayson, to see if there was any relationship between in fact what deleterious impact a school system suffers by the impaction or the placements of a plant there, and this money that you get. I mean if it's in lieu of taxes, then there should be some relationship with evaluation on a mileage charge. If there is none, and it is just a general aid program, then maybe we could retitle it.

I must personally confess to you that I have some difficulty with understanding category B. I can understand category A and, frankly, I can understand category C to the extent that there is a sort of an in-lieu-of effect there. But I do have some difficulty in that these people are in the community working, contributing, paying personal taxes, real estate taxes, and I grant you that the Federal employer pays no property tax, but it is an employer, it produces jobs, its being there could be the anchor for a community; it could be the focal point to develop other things in the vicinity which do pay taxes. So I, as I say, have some concern about the naming of this as impact aid, because I don't know whether a naval ordnance station is a help or a hindrance. I'm inclined to think in the long run it is a help to have a naval ordnance in our city, and it is not an impact, because I think it assists us, so we may have to retitle this thing.

Of course there is also, I think, Mr. Chairman, the very practical and very pragmatic political thing, and that is of 435 districts in the House, 435 get impact aid, so that the likelihood of eliminating impact aid is a pretty tough political thing for the administration to accomplish.

Mr. **Grayson**. We hope so.

Mr. **Mazzoli**. You are likely to come out ahead, because every district has some impact aid, I think, or comes right at about 90 percent of them.

But clearly, since every President, I guess, from Presidents Truman or Kennedy right on down has indicated that there might be a need to end impact aid, we might have to think about using that as a general aid program, which is really how you can use the money. It is not categorized money.

Chairman **Perkins**. Let me interrupt my distinguished colleague and state that when we were conducting the impact aid hearings back in 1949 to write the legislation, we conducted hearings right in this courtroom.

Mr. **Mazzoli**. Is that right?

Chairman **Perkins**. And this is my first opportunity to be back here since those hearings in 1949. Jack Miller was here, too, and reviewed the hearings on that occasion.

Mr. **Mazzoli**. That must mean that the auguries are very good for the continuation of Public Law 81-874.

Mr. **Grayson**. Thank you, sir.

Mr. **Van Hoose**. I'd like for Don Alwes to speak to the effectiveness of some of the Federal programs.

Mr. **Mazzoli**. The gentleman is recognized for a short statement.

STATEMENT OF DON ALWES, DIRECTOR, TITLE III ESEA, JEFFERSON COUNTY, KY., SCHOOLS

Mr. **Alwes**. Chairman Perkins and Congressman Mazzoli, I would like to say in defense of some of the ESEA programs—and I can't speak for all—but I can speak for one, and that is a title III program. Of course here in Kentucky we are on a regional basis wherein some school districts or in some States title III programs are on individual school districts. We have in our area probably one of the best programs, and not because I am the director of it, but there was a self-study done in December, a validation study done in January by outside educators, and this will go into the bank of knowledge at the U.S. Office of Education, and I think, if the President had an opportunity to read some of the statements of parents who have had children in these programs, I think that this will change his attitude about at least one of them.

Mr. **Mazzoli**. Could the gentleman supply any information?

Mr. **Alwes**. Yes. I have two about that thick [indicating 1½ inches] that I'd like to give you.

Mr. **Van Hoose**. Thank you very much.

Mr. **Mazzoli**. Thank you very much, Mr. Van Hoose, and all of you gentlemen.

Chairman **Perkins**. I want to concur in that. Thank you.

Mr. **Mazzoli**. I'd like to call on, at this point, Mr. Dumeyer of the Archdiocese of Louisville school system.

Excuse me, Don Do you have any other people with you?

Mr. **Dumeyer**. No.

STATEMENT OF DONALD K. DUMEYER, SR., ASSISTANT SUPERINTENDENT OF SCHOOLS, ROMAN CATHOLIC ARCHDIOCESE OF LOUISVILLE

Mr. **Dumeyer**. What I was going to say, Mr. Chairman, is from what I have heard this morning from preceding witnesses and from you gentlemen on the committee, much of what I have to say could be rather unpopular, so to save you time and me embarrassment maybe I'll just leave the statement here.

Mr. **Mazzoli**. No, no. That is what we need.

Chairman **Perkins**. It won't embarrass us.

Mr. **Dumeyer**. I am Donald K. Dumeyer, Sr., assistant superintendent of schools for the Roman Catholic Archdiocese of Louisville. The archdiocese encompasses 31 counties in central Kentucky, stretching from the Ohio River to the Tennessee border. Our central school office serves 83 elementary schools and 14 high schools enrolling some 28,000 students. I have been in my present position for a little over 3 years. Working with State and local public education agencies on various Federal programs, particularly those under the various titles of the Elementary and Secondary Education Act, has claimed about one-third of my time during those 3 years. I consider myself to be reasonably well versed in the law, the regulations and the guidelines pertaining to ESEA.

During the past week I have carefully studied the printed copies of the testimony given before your committee by representatives of the United States Catholic Conference on March 1; the testimony given before your committee by Secretary Weinberger on March 19; the draft copy of the administration's education revenue sharing proposal, known as the Better Schools Act of 1973; and the many newspaper accounts of those documents and events.

I am just as convinced as most of the individuals who have testified before your committee over the past month that if this Nation is ever going to break the vicious cycle of poverty producing poverty, then the Federal Government is going to have to continue, and probably increase, its efforts to provide compensatory educational programs for those children who have shown an inability to respond constructively to their regular school program because of physical or mental handicaps, poverty, neglect, delinquency, or cultural or linguistic isolation from the community at large.

I am aware that the decision you and your fellow legislators must make is how these efforts are to continue.

From my admittedly, and I think appropriately, parochial point of view, programs under the various titles of ESEA, particularly title I, have not even come close to the results that the Congress obviously intended them to achieve. The basic educational shortcomings and deficiencies which ESEA was intended to alleviate have not been significantly affected.

In short ESEA has not worked. That is not to say that ESEA will not work.

Although I find myself in complete agreement with many of the allegations made by Secretary Weinberger concerning the existing array of categorical aid programs, that is, that many of them are top-heavy in administrative costs, are wasteful, leave little latitude for meeting individual community needs, tend to perpetuate projects that are ineffective or that have outlived their usefulness and, in general, have submerged the educational administrator in a strangling morass of bureaucratic redtape and time-consuming trivia which contributes absolutely nothing to, and probably detracts from, the primary goal of providing a solid education to all of our Nation's children; even though I believe that Secretary Weinberger has told it to you just the way it is, I also believe that ESEA can be made to work. If the Congress will consider and adopt the many recommendations that have been made to this committee for legislative changes, and administrative insistence that ESEA be implemented exactly the way Congress intended it, then ESEA can work. I particularly endorse the recommendations contained in the 1972 annual report to the President and Congress from the National Advisory Council on the Education of Disadvantaged Children, this document [indicating], which, I trust, you gentlemen and your colleagues have had ample time to study, and the recommendations made by the representatives of The U.S. Catholic Conference during their appearance before your committee on March 1st.

If the Congress is not willing to follow those recommendations on legislative changes and administrative strengthening, then we should end the prolonged seven-year funeral and give ESEA as decent a burial as possible under the circumstances.

If that happens, it is imperative that the Better Schools Act of 1973 be enacted into law, provided, again, that the Congress would again provide legislative changes and administrative strengthening that would give 99.44 percent assurance that our primary goal of providing a solid education to all of our Nation's children could be and would be achieved.

In summary then, the Federal Government must continue its efforts to provide compensatory educational programs for the Nation's educationally deprived children. How the Government can most effectively do this is the critical decision that Congress must make. Whatever method or methods that Congress selects must be administered and implemented exactly the way Congress intended.

Gentlemen, that concludes my testimony. I will be happy to answer, to the best of my ability, any questions that the committee may have of me.

That concludes my testimony. Thank you.

Mr. MAZZOLLI. You have had a chance, Mr. Dumeyer, to read the testimony of the National Catholic Conference, that panel that appeared before the committee headed by Dr. D'Alessio.

Mr. DUMEYER. Yes, sir.

Mr. MAZZOLI. Do you find that in your dealings with the State and the local school districts there the same kind of impedimenta that is thrown at the people in St. Louis, Mo., or do you find a more easy way to work?

Mr. DUMEYER. I am fortunate in my work with the city of Louisville. I feel I am particularly unfortunate with the State title I office. I imagine here that a lot of what Secretary Weinberger said, he was telling it to you like it is. I think possibly what he neglected to say, a lot of the problems that now exist with the implementation of ESEA come out of HEW. The law is rather clearly written. I think HEW's guidelines and regulations are rather clearly written. I get the impression that in this State, and apparently many others, once the guidelines and regulations are put out by HEW, there is very little effort on the part of HEW to see that the State directors follow them. State directors seem to have a tremendous amount of autonomy in that they interpret and implement the regulations about the way they want to.

Again, as I think you are aware, as was told to your committee on March 1, under present law there is no provision, even though all through the law it says that eligible children in nonpublic schools must be allowed to participate, there is no provision anywhere in the law for me or any other nonpublic school official to allege noncompliance.

Mr. MAZZOLI. Have you endeavored to become part of the decision processes here by requiring or asking that you be involved in the councils that make these decisions?

Mr. DUMEYER. Yes. As I say, I have no real problem here in the city of Louisville, which is where most of our ESEA program is, with getting them to recognize our needs and so on.

A good example, let me say of the type of thing I run into at the State, about a year and a half ago I was in the State title I office and mentioned that, you know, we were talking about the needs assessment, and I mentioned, you know, whatever you all are going to do for the public school children we want you to include ours, and I was told by the State director: "Oh, no, we can't do that. You all have to provide your own needs assessment"; which I know is wrong under the law. But I wasn't getting anywhere with the argument, and about 6 months ago there was a man from HEW, I think from the Atlanta office, was here in the Louisville public title I office, and we had a representative of the state Title I office there. The man from Atlanta asked me if I had any problems, and I said, "Well, to date, I haven't been able to get a needs assessment of the children in nonpublic schools funded by title I", and the man from Atlanta turned to the man from the State title I office and he said, "Well, you know you can spend money on that, don't you?" He said, "Oh, yes, we know that." I finally got that problem solved.

Mr. MAZZOLI. Have you solved other problems like that in that similar way?

Mr. DUMEYER. No. Most of them are still existing.

Mr. MAZZOLI. Do you think they are solvable that way?

Mr. DUMEYER. Yes.

Another good example, after ESEA had been in effect for 6 years, HEW finally last year put out a booklet on the participation of nonpublic children, and it said in the preface that this is a compilation under one cover of all of the provisions of the law, the regulations and the guidelines. It is very well written, easily understandable. As soon as I got it I went back to see my friend at the State title I office and his comment was, "Well, that's just guidelines and I know what Congress wants."

All I am saying, if HEW, if Congress would tighten up administratively and make a few legislative changes that have already been recommended to you, ESEA can work.

Mr. MAZZOLI. Have you talked to any of your colleagues in other of the private and parochial school systems across the State now?

Mr. DUMEYER. Across the State and across the country.

Mr. MAZZOLI. The two other ones would be Owensboro, and Covington in northern Kentucky. Do they experience the same trouble with this bureaucrat in Frankfort?

Mr. DUMEYER. Not to the same degree, because they don't get that involved in title I.

Mr. MAZZOLI. In other words, they don't even try to get what is really a fair share?

Mr. DUMEYER. No; because it doesn't mean that much. As I said, we have 24,000 children in our entire system, over 6,000 of them right here in the city of Louisville in the Title I attendance area. So I don't think Covington and Owensboro get that involved in it.

Mr. MAZZOLI. I personally feel, having heard the testimony in Washington and yours today, that that ought to be, and any way I could personally cooperate with you, as the former President, Lyndon Johnson, would say, let's reason together. He used to "reason together" with a lot of people in a lot of different ways and used to accomplish a great deal. Perhaps we could "reason together" with that gentleman in Frankfort.

I wasn't there when the law was passed, but everybody who was there when it was passed—the chairman was the leader of the charge—indicates that it was the intent of Congress that every child who was counted to become part of this formula by which money came into the States was to be there when it came time to divey up the money and provide the services, and it would certainly be a blunting, a thwarting, of the purpose to get the money into the State on the basis of these kids and yet not let those same children benefit from the use of the money. If you have information from time to time, it would help me on that.

Mr. DUMEYER. My superintendent said before I came over, "Be objective. Don't get into personalities." I think what it amounts to, even though the regulations and the law and the guidelines specify that eligible children in nonpublic schools have to be given an equitable opportunity to participate, from the point those are written and published, apparently it is left up to the good will of the State director, and in some States there is very little good will.

Mr. **Mazzoli.** We understand the way Missouri solved that problem and the way you solved your earlier problem. Maybe that's the way these problems have to be solved, a show of force.

Mr. **Dumeyer.** I would like to suggest that the onus for solving these problems should be on HEW, not on the local people. I solve my problems here in Louisville through the good offices of the Director of Operations, Dr. Yeager, and their most recently appointed program director, Mrs. Mary Eliza Smith, but the onus shouldn't be on me, Frank Yeager, and Mary Eliza Smith to solve the problems.

You all told HEW the way you wanted it. HEW should see it is done that way.

Mr. **Mazzoli.** Mr. Chairman.

Chairman **Perkins.** Let me thank you very much for your testimony.

You know, we have these complaints on the lack of cooperation in many sections of the country. I do want to point out that your representatives in Washington testified, as I recall, very strongly in favor of the present program in preference to the so-called special revenue sharing.

Mr. **Dumeyer.** I understand that.

Chairman **Perkins.** Undoubtedly you have the right to complain, but there is nothing here that is unsolvable. Ron Mazzoli could conduct a hearing down here. Sometime he wants to, to try to get some of these problems resolved.

It would be my hope that everybody could cooperate in this connection to carry out the spirit of the act, but I don't think you are going to get much assistance from HEW in the near future.

We will cooperate with you. There are a lot of these local situations all over the country that come to my attention, and we try to help solve them. You have a great representative here in Ron Mazzoli. He will persevere and work untiringly to try to assist you, and, likewise, I will join with him anytime he calls on me.

Mr. **Dumeyer.** Thank you, Mr. Chairman.

Mr. **Mazzoli.** Don, I appreciate your statement today in that it was candid, and I have said before, I say it today, this is very much an internal type of group. There is a little inner sanctum and only those who can walk in are those who have M.A.'s, Ph.D.'s, L.L.B's, and who are Members of Congress or who are educators So we spin these word tales and we befuddle and bamboozle ourselves There is a huge world on the outside who doesn't care a big darn about this thing, and they are the ones that have to vote the bond issues, and they are the ones that have to pay the taxes, and they are the ones that have to approve these things, and, as the chairman, I know you have to play the numbers game. You have to get them interested, so I think you are very frank in your statement today, helping us to keep things in perspective.

There is a tendency to use scintillating words on one another around here and I just go out thinking there is a problem. We heard there was a problem with title I and we thought there was a problem with American public education. It is clear today there were 20 people and nobody had any problems. Of course this isn't rational, it is not reasonable, it is not the truth. So your statement kind of puts things back on terra firma where they really are and we appreciate your coming, and I will be talking to you about those matters.

Chairman PERKINS. We appreciate your frankness, too.

Mr. MAZZOLI. Ladies and gentlemen, we have other people, we will give everybody an opportunity to fully and fairly state their case.

We would, if possible, at this point hear from Dr. Marvin Dodson, who is with the KEA, along with him perhaps we can have at this time Dr. Ann Walls from the LEA, and anybody from the JCTA who might be here.

Betty, if you want to come up, any of your colleagues.

Dan McCubbins was here. I don't know whether he has left.

Anybody else you'd like to be a part of it, very good.

STATEMENT OF MARVIN DODSON, EXECUTIVE SECRETARY, KENTUCKY EDUCATIONAL ASSOCIATION

Mr. DODSON. I am Marvin Dodson, executive secretary of the Kentucky Educational Association.

I do appreciate the opportunity to make a few remarks here this afternoon, Mr. Chairman. Since there is nobody here but my own folks, I want to tell you how much we do appreciate the two of you and what you are doing for public education in Kentucky and across the Nation.

Carl has been with this thing a long time, as you well know, Congressman Mazzoli, but Congressman Mazzoli is coming along fine, too.

Mr. MAZZOLI. Thank you.

Chairman PERKINS. He's indispensable as far as I am concerned, and I'd say he is indispensable as far as Kentucky is concerned.

Mr. DODSON. I think it goes without saying that I'm not equipped to deal technically with a lot of these programs, because that really is not the nature of the position which I hold. However, I would like to make a few remarks that will be rather general.

On the other hand, I hope they will be specific enough to give some insight into the position of KEA on the Federal aid programs for public education.

I might say that it has been my privilege to serve on the State Advisory Committee of Title III. This has given me, I think a better awarness of what the titles III programs are doing than I really would have had otherwise, and I think I would like to say that I have been impressed with what I have seen in the title III programs, not only with the content of the programs, but the personnel who are directing these programs. Being an affiliate of NEA, as far as Federal legislation is concerned, we normally endorse the Federal legislative proposals which have been made by this organization and, of course, this has been developed and approved by the NEA Legislative Commission. We have always been in full support of the so-called Big Six, as they have sought to secure the passage of legislation at the national level.

Now, very quickly, just a point or two with regard to the position of KEA and NEA. We believe that revenue from the Federal level should supplement rather than take the place of existing State and local funding. Then we have long held, as I am sure both of you know, that the Federal Government should become an equal partner with the State and local school districts in financing public schools. We do not belive that States like Kentucky can provide for its children and youth any other way.

With regard to the ESEA programs, it has been my personal judgment that they have been very beneficial in improving the quality of education in Kentucky. School systems have been able to put in programs of innovation and experimentation that otherwise could not have been done. With the increased cost of operating schools staring school boards in the face, the utilization of the money provided in these title programs, I think, has made it possible for the boys and girls in our State to be able to take advantage of educational programs that otherwise would not have been available.

Now, as both of you know, Kentucky is a relatively poor State when compared with other States throughout the Union. I don't think there is a more legitimate instrument for measuring educational need than the ability of a State to support an educational program. Despite some discussion about the various indices that may be used to determine educational needs, I believe that poverty plays an important role, even though there may be a correlation between poverty and achievement, but I believe it plays an important role in determining quality or lack of it in an educational program.

There is just one other point, Mr. Chairman, that I want to make. In the Courier journal yesterday morning there was a story about the uncertainity surrounding the employment of teachers for another year. Now, naturally, being an organization of educators, which is——

Chairman PERKINS. Let me interrupt you at that point, Dr. Dodson. I have marched up and down this hill on continuing resolutions in the Congress, and even though we are authorization committee, we can actively support funding under the appropriations. Mr. Mazzoli, likewise, has been involved in this funding game since he has been in the Congress. There are several of us that will march down that road to see that we have adequate funding, at least to the level that we had in the preceding year, maybe with some inflation added. Even if we get one bill vetoed, we can come back again with something.

I just don't think we are going to let any teachers be cut off from these programs during the next fiscal year. We have a feel of this Congress already, and I think they are as sympathetic as they were last year and the year before. We have already been urging that Approportions Committee—I talked to the Speaker and to George Mahon, two or three times to try to lift the funding of the educational programs out of the supplemental HEW appropriation bill now.

We don't intend to let anyone get our backs to the wall where we can't march out with at least as much money as we had last year. We have been there long enough to know that we can do a better job and we are going to stay on the job as long as we have any ability to move forward and as long as we have the physical endurance to make sure that these good programs are not cut back.

We have too much experience with these programs to let the rug be jerked out from under them without letting the people of the country know what is involved.

Your own Congressman and I have been talking and we are going to hold some hearings farther down South in a few days to let the people know what is involved and let the people speak in a democratic way. I think that even the southerners, who were the last to react several years ago to title I, are going to come forth and proclaim the great good that's coming from these programs. They just do not want to see these programs destroyed when they understand them.

I have known this administration a long time. I have known President Nixon. He was on the committee back in 1949 and 1950, and I think we know as much about the situation as the President and his bureaucracy around him knows. I think all we have to do is to let the country know what is involved here, and we are doing our darnedest to do that, and I don't think you are going to suffer.

Mr. DODSON. Very good.

Chairman PERKINS. It is really a difficult task on our part, but we are going to face up to it.

Mr. DODSON. Very good, Congressman. That certainly is good news to us, because we were getting some concern among some of our people out in the State, you know, about the very thing you have mentioned, and this certainly is good news to us.

This concludes my remarks, Congressmen.

Mr. MAZZOLI. Ann Walls, please.

STATEMENT OF ANN WALLS, PRESIDENT, LOUISVILLE EDUCATION ASSOCIATION

Miss WALLS. I am Ann Walls, president of the Louisville Education Association. I am also a fourth grade teacher at the Cochran Elementary School, a title I school here in Louisville.

The problems we have been discussing this morning are as close to me as yesterday afternoon, as pressing as 8:15 Monday morning. I am indeed grateful for the opportunity to share with you some of the professional concerns of Louisville educators.

I am sure you have already been told that about 40 percent of Louisville students fall into the poverty classification, that about two-thirds of our schools have major programs which are totally funded from Federal sources, with some federally financed projects operating in all of the district schools. You have been given reams of statistics relating to reading scores, dropout rates, attitudes toward educational attainment. By now you are aware the ESEA funds alone equaled about 10 percent of the general fund budget for Louisville schools last year.

Sometimes among the facts and figures, the statistics relating to thousands of students in hundreds of classrooms, we lose sight of the children behind the statistics, so I'd like to tell you about Kenny.

Kenny, with knobby knees and a shy smile, collided with fourth grade at Cochran School just about the same time that title I first arrived on the scene. Kenny hadn't had an easy time in grades 1 through 3. His family lived in a converted outbuilding, which has long since been razed by urban renewal, on an alley that we politely call a court. His progress through school was not eased by an older sister whose disruptive behavior was well known. He had not learned to read and there seemed little reason to believe that he would acquire this skill.

Kenny was included in the special title I summer activity program. He attended a diagnostic day camp, and we called it a day camp because he didn't like school, with the concluding activity featuring 4 days of real camping experiences in rural Indiana. He proved to an apt pupil in tree identification and he loved to ring the bell for meal times. He entered a cave for the first time with fear peeping through the eyes and emerged with wonder shining through.

Later in the year, again with title I funds, Kenny's face reflected the same fear and wonderment as we explored the tall buildings of this city. For the first time there was a reading teacher who worked with Kenny and four of his classmates for 3 hours a week, in some books that were easy—and some about trees, by the way—but not babyish.

It didn't happen overnight, but in the fourth grade Kenny made a start. The special support continued through the sixth grade and into junior high school.

I hadn't thought of Kenny for a long time. In my particular school the turnover is rapid. I have had more than 50 children so far this year, some for a week or less, but the other day a tall, young man, with a shy smile, came through my classroom door, "Just came to see my old teachers", he said, and, "Miss Walls, do you still go on all them trips?" Kenny is now a senior in high school. A third grade nonreader who was already marked for ninth grade dropout has been offered a grant to attend I.U. this fall.

Now I'd like to say to you that he is going to major in education, but he isn't. He's interested in journalism. Kenny made it. Many of our students are making it. Without additional Federal support, many more will not make it.

Louisville schools are presently at the legal limits for raising local revenue. There is no question that if Federal funds are cut many vital and necessary programs will have to be dropped. Such cutbacks can only result in increased class load, curtailment of service and reduced staff effectiveness. Morale has already suffered badly—and morale greatly—because of the uncertainties and the anxieties generwhat you have just shared with us, Mr. Perkins, will help that ated by the possibilities of cuts.

Perhaps to a teacher the most frustrating aspect of this entire bleak picture is the sense of failure to do the best job that we are capable of doing, because of inadequate financial support. The inner-city classroom too often is a lonely and isolated outpost. No amount of dedication, of creative problem-solving, of a cry for teacher accountability, is going to alleviate the problems. It may well be true that money can't buy happiness, but it can buy additional teacher contact and personalized instruction through reduced class size. It will purchase additional supportive personnel, librarians, counselors, vocational and special education instructors. Money can provide attractive, clean, well-maintained surroundings.

Inner-city youngsters bring a background of experiences, needs, and interests so different from those envisioned by most textbook authors as to make standard texts and methods almost useless. Most teachers out of necessity invest heavily of time, talent, and energy to devise more relevant curricula. Such endeavors are greatly hampered by the lack of adequate supplies and nonteaching staff assistants. Perhaps these kinds of examples help to shed light on Louisville's dropout problem, and I refer not to student dropouts, but to teacher attrition.

About one-fourth of the teaching staff has completed less than 4 years in the classroom. The average high school teacher as 5 years' experience, and each year many of our brightest, most talented teachers leave teaching because of financial pressures and a mounting feeling that we are being asked to bail out the sea with a thimble.

In conclusion, I would respectfully disagree with the Supreme Court decision of last week which held that education is not a basic right. Education is the key that makes responsible participation in a complex, technological society of today possible. It prepares the student to manage his affairs in a system that stresses personal liberty. Education is life. Without it, pursuit of happeniness is sure to be a fruitless search. Each taxpayer, each citizen, must share in the responsibility for providing educational opportunities for the Kennys and the Sallys, the Debbies and the Joes. How much is a child worth? Can we afford to squander this precious resource the way we wasted so many of our other resources?

We trust that the United States House of Representatives will support efforts to insure that our next energy crisis won't be a human one.

Again, I'd like to thank you for the opportunity of appearing here on behalf of more than 2,000 Louisville teachers and thank you for staying indoors and listening to testimony on this beautiful Kentucky Saturday.

Mr. MAZZOLI. Thank you very much, Miss Walls. We appreciate your help.

Let me just ask you a sort of question here. You say, to get back to the statistics, 40 percent of the children in the Louisville system are poor, and you say that there is some federally sponsored program in every city school?

Miss WALLS. Yes.

Mr. MAZZOLI. You used the term two-thirds for something. What was the 66 percent?

Miss WALLS. Two-thirds of our schools have major kinds of Federal programs operating in them, title I programs, the kindergarten and DPI reading programs in 23 of our elementary schools. Several of the major projects, all schools——

Mr. MAZZOLI. All schools have something, is that correct?

Miss WALLS. Yes. I am sure that you probably have been given a copy of the blue "Federally Supported Programs" which tell which programs in what schools. If you have not, I'll be glad to give you one.

Mr. MAZZOLI. I perhaps have but I would appreciate a copy. Maybe you could get me one and we'll make it part of the record.

Miss WALLS. It outlines exactly what each one of the programs consists of, in which schools it operates, and how many teachers or how many classes are involved.

Mr. MAZZOLI. Does every school in the city district qualify to work with title I programs?

Miss WALLS. No, not all are title I programs, but there are EPDA programs, other forms of Federal aid.

Mr. MAZZOLI. I appreciate this information. It is very helpful. Certainly, it is going to assit the committee in making its very tough decisions here along the way. We appreciate your showing up and spending your beautiful Kentucky spring afternoon with us.

Miss WALLS. Thank you.

Mr. MAZZOLI. We have with us—if the spirit hasn't flagged, the body become weakened—school administrators from across the river from neighboring Indiana, New Albany-Floyd County, Greater Clark and West Clark. Is anybody with us from those areas? Maybe you folks can come up front and just settle in.

You might identify yourselves for our reporter and for our record.

[Jane Wells' statement follows:]

Statement of Jane Wells, Reading Coordinator, Department of Elementary Education, Curriculum Center, New Albany, Ind.

SUMMARY OF THE HARD, WARM FACTS SHOWING RESULTS OF THE TITLE I PROGRAM IN NEW ALBANY-FLOYD COUNTY CONSOLIDATED SCHOOL CORP., NEW ALBANY, INDIANA

1. Title I funds in the New Albany Schools have strongly helped attain the objectives of equalizing and improving the educational levels of economically disadvantaged children to compare with others from more economically favorable backgrounds. "Equal education" actually requires *more* for disadvantaged children—*more* time, *more* attention, *more* help—and this "*more*" is exactly what Title I funds have provided. Some of the positive proof of this is shown by the following:

A. The average gain for children with reading problems from Title I schools has actually surpassed the gain of children with reading problems from non-target schools. The progress of both these groups of children was measured on identical tests. This superior gain is directly attributable to the "more" factors of time, materials and greater individual instruction supplied through Title I. Prior to the extra help given by Title I, disadvantaged children always scored lower than non-target schools. (See table A)

B. In last year's program, through the use of instructional aides working in the classroom to concentrate on giving more prescriptive instruction for children with reading problems, these children gained from 23.7% to 64.7% *more* in reading than they had ever accomplished in any previous year in school. (See table B)

C. Through an instructional tutoring program paid with Title I funds, 51 tutors work in reading for 15 minutes each day with 515 first and second graders. The first graders who are tutored on a one-to-one basis are those who come to school from the poorest background to prepare them for school achievement. Their low performance on reading readiness tests and in their classrooms indicate these are the children "most likely to fail", if extra help is not given. Through this individual instruction paced at each child's ability to learn and using the same readers as the classroom teacher, the number of children who need to repeat first grade has been reduced by 40%. Repeating the first grade is an emotional failure situation that sets a pattern for failure that often terminates in early drop-out from school and an individual ill prepared to hold any job.

The difference in reading achievement for children who are tutored and those who did not receive this help prior to the Title I program can be clearly seen on table C and D attached. Table E shows in graph form that this individual help through tutoring for children with problems results in doubling their reading achievement.

TABLE A.—NUMBER OF STUDENTS RECEIVING REMEDIAL READING INSTRUCTIONS—NEW ALBANY-FLOYD COUNTY CONSOLIDATED SCHOOL CORP., NEW ALBANY, IND.

Grades	2	3	4	5	6	Total
Target title I schools	175	149	133	57	13	527
Nontarget schools	91	88	77	14	7	277
Total all schools	266	237	210	71	20	804

AVERAGE MONTHS GAINED FOR STUDENTS IN REMEDIAL READING

Grades	2	3	4	5	6	Total average months gained
Target title I schools	9	11	11	10	12	10
Nontarget schools	10	9	11	6	7	8

TABLE B.—MEAN GAINS OF UNDERACHIEVING STUDENTS IN CLASSROOM WITH PART TIME TEACHER AIDES AS COMPARED TO MEAN GAIN FOR PREVIOUS YEARS IN SCHOOL WITHOUT AIDES

			Number of months		
	Grade	Number of underachieving students	Mean gains for underachievingstudents in previous years in school	Mean gain, 1971-72 with teacher aides	Percent of increase above mean of previous year in school
Corydon Pike (teacher B)	2	13	7.6	12.0	36.7
West Spring (teacher P)	2	17	7.8	11.7	33.3
West Spring (teacher Q)	3	10	5.4	14.0	61.4
Lillian Emery (teacher L)	3	10	7.1	8.3	14.5
Georgetown (teacher H)	3	9	6.9	12.8	46.1
Georgetown (teacher G)	3	19	6.5	14.5	55.2
Corydon Pike (teacher A)	3	19	6.2	11.4	45.6
Fairmont (teacher E) (departmentalized reading)	4, 5	17	7.6	16.2	53.1
Fairmont (teacher F) (departmentalized reading)	4, 5, 6	19	6.1	11.5	47.0
Grantline (teacher I) (departmentalized reading)	4, 5, 6	[1] 28	7.1	9.3	23.7
Grantline (teacher J)	5, 6	43	6.3	14.4	56.3
Lillian Emery (teacher K)	5, 6	9	8.6	4.5	64.9
S. Ellen Jones (teacher M)	5	38	7.1	13.2	46.2
E. Spring (teacher C)	5	14	8.1	13.1	38.2
S. Ellen Jones (teacher N)	6	19	6.5	18.4	64.7
S. Ellen Jones (teacher O)	6	15	6.5	15.5	61.9
East Spring (teacher D)	6	18	7.0	19.2	63.5

[1] All classes.

TABLE C.—COMPARISON OF BASE YEAR (1967-68) NONTUTORED FIRST GRADERS AND TUTORED FIRST GRADERS 1970-71

School	Base year 1967-68—nontutored				1970-71—tutored			
	Metropolitan readiness test		Metropolitan 1st grade achievement test		Metropolitan readiness test		Metropolitan 1st grade achievement test	
	Number of students scoring below 30 percentile	Mean percentile	Mean percentile	Percentile gain	Number of students scoring below 30 percentile	Mean percentile	Mean percentile	Percentile gain
East Spring	28	14.5	28.8	14.3	27	10.6	46.3	35.7
Fairmont	18	12.9	24.0	11.1	21	12.8	41.7	28.9
Grany Line	15	17.1	25.8	8.7	16	20.4	42.4	22.0
Cortdon Pike	15	14.6	21.1	6.5	24	13.0	40.0	27.0
Lillian Emery	40	12.6	33.8	21.2	37	13.5	49.3	35.8
Georgetown	23	15.1	27.1	12.0	23	13.9	23.4	11.4
S. Ellen Jones	30	7.3	26.7	19.4	20	10.2	29.2	19.0
West Spring	29	12.7	37.7	20.0	24	10.0	44.2	34.2
Total	213	13.0	28.0	15.0	192	12.9	40.5	27.6

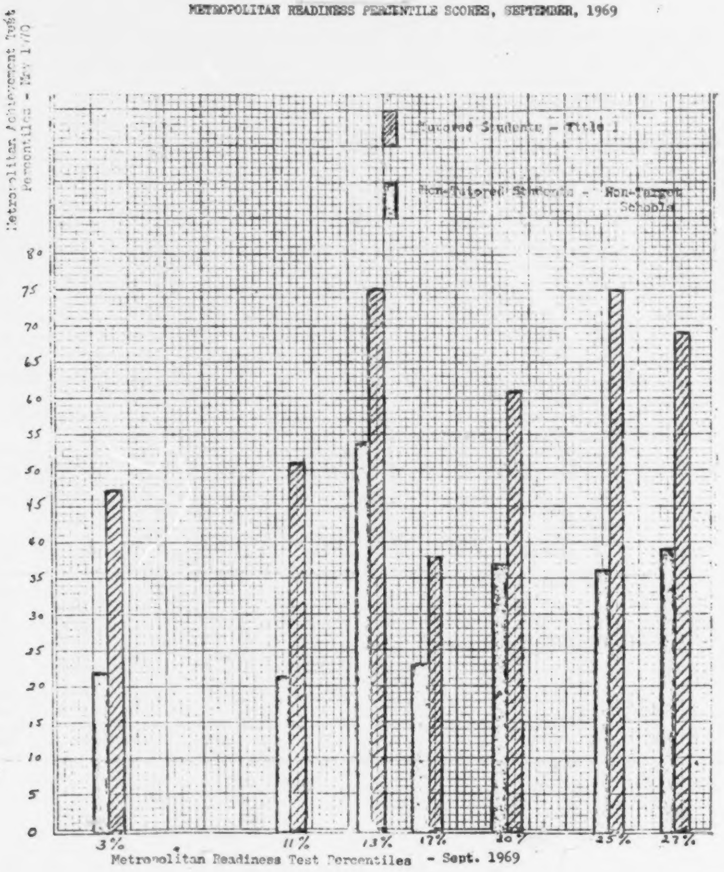
TABLE D.—COMPARISON OF BASE YEAR (1967-68) NONTUTORED FIRST GRADERS AND TUTORED FIRST GRADERS 1971-72

School	Base year 1967-68—nontutored				1971-72—tutored			
	Metropolitan readiness test		Metropolitan 1st grade achievement test		Metropolitan readiness test		Metropolitan 1st grade achievement test	
	Number of students scoring below 30 percentile	Mean percentile	Mean percentile	Percentile gain	Number of students scoring below 30 percentile	Mean percentile	Mean percentile	Percentile gain
Corydon Pike	15	14.6	21.1	6.5	17	12.0	40.6	28.6
East Spring	28	14.5	28.8	14.3	30	14.7	61.2	46.8
Fairmont	18	12.9	24.0	11.1	25	15.6	40.0	24.5
Georgetown	23	15.1	27.1	12.0	16	14.1	22.9	8.8
Grant Line	15	17.1	25.8	8.7	17	17.3	19.7	2.4
Lillian Emery	40	12.6	33.8	21.2	27	16.2	40.2	24.0
S. Ellan Jones	30	7.3	26.7	19.4	36	14.4	33.7	19.3
West Spring	29	12.7	37.7	20.0	25	12.0	42.8	30.8
Catholic Central[1]					1	22.0	87.0	65.0
Total	213	13.0	28.0	15.0	194	14.3	40.5	26.2

[1] None available.

TABLE E

COMPARISON OF MEAN PERCENTILE SCORES ON THE METROPOLITAN ACHIEVEMENT TEST MAY, 1970, OF TUTORED AND NON-TUTORED FIRST GRADERS. POST-MATCHED BY METROPOLITAN READINESS PERCENTILE SCORES, SEPTEMBER, 1969



TITLE I PERSONNEL 1972–73

			Semimonthly salary	Per hour
G. Yeiser	Teacher	Public Law 89–10, title I		
C. Bensenhaver, Jr	do	do	468.00	
G. Cash	do	do	552.00	
E. Ruth	do	do	552.00	
L. Harbison	Para-professor	do	480.00	
M. Russell	Secretary	do	247.10	
M. Shine	Social worker	do	222.48	
S. Buehner	Para-professor	do	344.83	
G. Schmelz	Tutor	do	172.20	
G. Ashton	do	do		1.75
N. Hobble	do	do		1.75
E. Lee	do	do		1.75
E. Sturgeon	do	do		1.75
M. Whiteman	do	do		1.75
D. Murphy	do	do		1.75
A. Norris	do	do		1.75
J. Schueler	do	do		1.75
M. Jones	do	do		1.75
W. Street	do	do		1.75
M. Baker	do	do		1.75
M. Hines	do	do		1.75
D. Fell	do	do		1.75
D. Seifert	do	do		1.75
M. Blake	do	do		1.75
P. Chanley	do	do		1.75
P. Day	do	do		1.75
R. Denison	do	do		1.75
S. Elliott	do	do		1.75
N. Epperson	do	do		1.75
L. Huckleberry	do	do		1.75
G. Jenkins	do	do		1.75
C. Lemmon	do	do		1.75
I. Mattox	do	do		1.75
J. Nance	do	do		1.75
R. Schueler	do	do		1.75
S. White	do	do		1.75
H. Erwin	do	do		1.75
H. Hickman	do	do		1.75
M. Kron	do	do		1.75
M. Hammersmith	do	do		1.75
L. Johnson	do	do		1.75
L. Richter	do	do		1.75
M. Anderson	do	do		1.75
D. Howell	do	do		1.75
N. Chastain	do	do		1.75
J. Cooksey	do	do		1.75
M. Loughmiller	do	do		1.75
R. Wilson	do	do		1.75
B. Priest	do	do		1.75
M. Knear	do	do		1.75
J. Cruse	do	do		1.75
M. Stratton	do	do		1.75
B. Turner	do	do		1.75
P. DeArk	do	do		1.75
A. Best	do	do		1.75
J. Black	do	do		1.75
B. Bunch	do	do		1.75
J. Combs	do	do		1.75
G. Grove	do	do		1.75
S. Hampton	do	do		1.75
M. Hottel	do	do		1.75
R. Jacobi	do	do		1.75
D. Souder	do	do		1.75
C. Stopher	do	do		1.75
D. Eve	do	do		1.75
W. Duffy	do	do		1.75
A. Evans	do	do		1.75
T. Akers	do	do		1.75
J. Arnold	do	do		1.75
F. Banet	do	do		1.75
N. Bodner	do	do		1.75
H. Carr	do	do		1.75
M. Gilbert	do	do		1.75
J. Kerr	do	do		1.75
K. St. Clair	do	do		1.75
L. Troncin	do	do		1.75
B. Wilkerson	do	do		1.75
D. Wilson	do	do		1.75
N. Mason	do	do		1.75
J. Funk	do	do		1.75
H. Hardin	do	do		1.75
				1.75

TITLE I PERSONNEL, 1972-73—Continued

			Semimonthly salary	Per hour
E. Taylor	Tutor	Public Law 89-10, title I		1.75
H. Pierson	do	do		1.75
M. Miller	do	do		1.75
T. Adams	do	do		1.65
B. Abbott	do	do		1.65
B. Barksdale	do	do		1.65
S. Breeding	do	do		1.65
M. Coomer	do	do		1.65
E. Dalby	do	do		1.65
R. Duggins	do	do		1.65
P. Foster	do	do		1.65
C. McCurdy	do	do		1.65
D. McIntyre	do	do		1.65
M. Pennington	do	do		1.65
P. Welch	do	do		1.65
J. Wray	do	do		1.65
D. Webb	do	do		1.65
M. Toran	do	do		1.65
P. Day	do	do		1.65
J. Harbesor	do	do		1.65
W. Condra	do	do		1.65
M. Day	do	do		1.65

Reading is Fun-damental!

(By Pat Cornwell, Tribune Women's Editor)

The little boy finished the taped lesson on the audio-visual machine, where color pictures appeared on a television—like screen and a canned voice gave instructions and asked questions. Having proceeded satisfactorily and received a verbal pat on the back from his "teaching machine" called "System 80," he put the cartridge away and got out another. He sat quietly learning skills which will sharpen his reading ability, completely unsupervised, completely absorbed.

System 80 is one side of a "Reading Is Fun-damental" program being started today in four city schools as a model program. The other side, which involves giving away free books to youngsters, engendered yet another kind of enthusiasm in its "target school" pupils.

About 1,000 children in S. Ellen Jones, E. and W. Spring St. and Lillian Emery schools each chose a free book today to take home and keep. For every ten more they read during the incentive program, they may choose and keep another book.

The drive to get children to read also involves an in-service "diagnostic" course taken by classroom teachers, hiring of mothers as reading (RIF) aides, letters sent home to ask parents to encourage their children to practice reading and an art contest on the theme of "Reading Is Fun-damental."

Work on the program headed by reading coordinator Jane Wells began in February and will conclude in June. Forty teachers from the project schools took the diagnostic course initially and later an additional 20 teachers and all 16 principals in the New Albany-Floyd County Schools completed it.

The "little extra" Mrs. Wells said came as a boon from the federal government amounts to $33,667, a sum which went toward the in-service teacher instruction, hiring of 30 extra teacher aides, purchase of about 8,000 books and the System 80 audio-learning centers, complete with accompanying tapes, headphones and printed materials.

New Albany-Floyd County Consolidated School Corporation, New Albany, Ind.

1972 *TITLE II* funds received: $28,255.00
Used completely for purchasing school library and instructional material.

NEW ALBANY-FLOYD COUNTY CONSOLIDATED SCHOOL CORPORATION, NEW ALBANY, IND.

TITLE III, ESEA, TUTOR PROGRAM

Through financing with Title III funds for new and innovative programs, the TUTOR Program was started. This program was unique in that it used underachieving high school seniors to work with primary children in reading. The results were so positive in accomplishment for both the underachieving tutors and the small children receiving their help, that special approval was given by the Indiana State Department of Education for the seniors to receive academic credit for this program.

The Title III funds have expired but the TUTOR Program has been adopted by the New Albany Schools with seniors receiving credit for their work. (See attached booklet, "Can We Tell You A Secret?")

STATEMENT OF JANE WELLS, NEW ALBANY, IND., SCHOOL SYSTEM

Miss WELLS. I am Jane Wells from the New Albany County School System.

We were asked to come to talk to you for about 10 minutes and so we made it brief, but I don't think I'll even speak to the points in here, because it is brief and you can look it over.

First of all, I am a teacher and I am concerned that this reading group has been in session too long to hold your attention any more I suggest you need a break, and then, being feminine, am worried about your not having any lunch, so I am going to speak very briefly.

Mr. MAZZOLI. Doing without food is a part of this. You have to develop certain talents and the first one is just to be able to exist without food.

Miss WELLS. You have broached the question several times to the gentlemen who have appeared before you as to why the public doesn't realize what title I has done, and as a layman I have never been able to talk to a committee before, and I do appreciate it.

Really, if I ever wanted to fight for a project it is title I particularly. But I also, as the public, never really knew that Congressmen worked this hard. I really didn't, so you have at least brought across one point to the public today.

Mr. MAZZOLI. Bless you.

Miss WELLS. We prepared this brochure as you asked us for 10 minutes. We started with a summary of the hard, cold facts about ESEA programs, and then as we wrote the headline, we took out the word "cold" because I think you will notice that this is in orange and it is warm, there is nothing cold about title I. Therefore we have changed it to a summary about the hard, warm facts about title I.

We have all kinds of statistical evidence that I could prove positively how much title I has done.

For instance, we have paraprofessionals. This has reduced retention in the first grade, which is a failure proposition for many youngsters. We do not have kindergartens in New Albany, so we have a tutoring program there under title I funds that I could show you all kinds of statistics, but I would just ask you to look in here.

The testing situation has been beneficial. I hate statistics. I call them slippery statistics, but I think anybody could understand the statistical results I don't care if we took a man off the street, to answer your question, Mr. Mazzoli, why doesn't the public know? I come from a business background, and I think what is wrong is that we don't consider a business proposition out of education; in other words, children are our product. I have worked for business corporations and what we don't have is an advertising department.

I represent a small school, and I'd like to present my presentation here as from a small school. We have hardly anything in administrative costs in title I. It is all done by regular school people, and I defy anybody to say that it is too much paperwork, because I have done it myself. It is not too much, and, being from a small school corporation, it is workable. We can prove it. I'd like to publicize this. But we do not have an advertising agency to do this.

Just visually, and I don't have a nice, large chart, but I think you can see it from here.

Title I started several years ago but as the man before me said it takes a long time to get these programs going and to get results. This chart represents 1969, and all that horrible red there shows how our children were doing in reading. All the red are children reading below their expectancy, below capacity.

All right. That was 1969.

I did this chart on all of our schools but then, to be practical and to be truthful, yesterday we were running out of a red pencil. We did this very fast. We are a small corporation, we have to do it ourselves, so we only marked in the title I schools, because that's what we are talking about.

All right. There is 1970. Still a lot of red. One little touch of green or blue there. Something coming through.

1971, we are beginning to show up. This green or blue, as it almost appears there, are children through title I funds in title I schools who are measuring up to their ability on standardized tests. I invite anybody to come in and find that this is not true.

Then I had to make up 1972. These are taken from overheads and, as you see, we are completely in the green. If you can deny that statistically, and we have all other kinds of statistics.

Mr. MAZZOLI. That's 1969 through 1972?

Miss WELLS. Yes, sir. We have gone from almost completely in the red to completely in the green.

Mr. MAZZOLI. That is with respect to those schools that are title I. All of the children now are up to their expectations and fulfilling their potential by the standardized testing.

Miss WELLS. That's right.

Mr. MAZZOLI. That's the thing, as you mention, about having an advertising agency.

Miss WELLS. We do need it. We don't have anybody.

Mr. MAZZOLI. I think we need to merchandise programs. How many times the chairman and I have seen people come before us with an acronym for a group. You know, they have given it a certain kind of a name and that, of course, denotes something of the purpose of the group. It is easily spoken, it is easily remembered. It becomes part of the fabric of the words that we use; the press promulgates it and pretty soon it becomes part of our speaking terms.

This is what we need, because there are those who just don't believe that title I has a usefulness. Some have felt that it needs broadening and some more narrowing, but there are too many critics and apparently there are some salable advantages.

Miss WELLS. I don't know whether you can see this one or not, but this is another [indicating]. If I had the money and I could devote the time, but I am the reading coordinator for the New Albany schools. I have the responsibility for the whole reading program, but in addition we do title I, and we have 12,000 children in our school district. Under the new program, we would be left out completely. We would not qualify. But, again, a disadvantaged child is a disadvantaged child, whether they are in a 5,000 impact area or whether they are in a smaller school corporation.

Here [indicating] is a brochure that you can look at at your leisure, if you have any after today. Anyway, it is entitled "Can we Tell you a Secret?" It is on title III, and if we had the means of putting it out, think again it is an advertising brochure of success with some of these programs. Really, that's all.

I think you have sat long enough.

Mr. MAZZOLI. You say you wouldn't qualify under the special revenue-sharing, is that correct?

Miss WELLS. If we had to have over 5,000 children, no.

Mr. MAZZOLI. I think those were the priorities, and obviously I guess there are enough priorities that there would not be moneys left for further distribution.

Miss WELLS. That's right.

Chairman PERKINS. If the proposal of the administration is enacted, she would be omitted entirely.

Miss WELLS. That's right.

Mr. MAZZOLI. Go ahead, sir.

STATEMENT OF DR. ALTON COCHRAN, DIRECTOR OF RESEARCH AND DEVELOPMENT, GREATER CLARK COUNTY SCHOOLS, JEFFERSONVILLE, IND.

Dr. COCHRAN. I am Dr. Alton Cochran, Director of Research and Devlopment with the Greater Clark County Schools of Jeffersonville, Ind.

First, I'd like to thank Chairman Perkins, whom I have seen in Washington a few times, and Congressman Mazzoli and all of the other Congressmen and Senators who have supported the Elementary and Secondary Education Act.

Second, I would like to present a résumé of the ways in which this act has benefited our school system. Our school system, by the way, is about the size of New Albany. We have about 12,000 pupils.

Title I of this act has been the vehicle through which pilot programs in elementary physical education, and a school nursing program have been introduced to and implemented throughout the corporation. These programs are now fully supported by local funds.

It has been very beneficial in remediating the reading difficulties of hundreds of economically disadvantaged and educationally deprived children. Although the mobility rate within our school corporation is high, the 1971–72 program involved 1,552 pupils on which we have pretest and posttest data. These pupils, whose reading level was so far behind that of their peers, would, without the assistance of special programs and increased individual attention, lose all interest in the schools and become potential dropouts. As a result of this program 30 percent of these pupils, 465 to be exact, made 1 or more years' progress in reading during the school year; 21.5 percent of these pupils, 334, progressed so well that they are no longer target pupils and have been able to move back into the mainstream of the class. The majority of the remaining target pupils made much greater progress than they had in previous years. With the allocation of $197,662 for the 1972–73 school year, we have been able to employ three reading consultants, and 53 aides to continue this program. Without Federal funds, these activities would have to be discontinued as we are at the legal mandatory ceiling for tax levies for schools.

Title II funds have been instrumental in assisting us in upgrading our library and audio-visual materials. The $25,488 allocated to us last year and the $26,315 distributed to us this year, a couple of days ago, by the way, will assist us in upgrading these fields far beyond what the mandated tax levy ceiling would allow us to provide locally.

The title III, NDEA, allocation of approximately $12,000 last year in matching funds enabled us to double the amount of industrial arts, that is nonvocational, equipment, provided. This equipment was very much needed.

We have two projects which have been helped tremendously by title III, ESEA, funds. One of these involved a grant of $57,725 to establish a center in individually guided education. The second was a grant of $18,032 to overcome the cultural lag in music.

A grant of $18,000 under title VI B has permitted us to implement a program of alternate education for certain high school students who are potential dropouts, includng the employment of a psychologist.

Thanks for the opportunity to make this presentation.

I would like to also make a part of the record the presentation of the Clarksville Community Schools who were unable to be here and asked me to bring it with me.

Mr. MAZZOLI. Without objection it will be made a part of the record.

[The document referred to follows:]

STATEMENT OF CLARKSVILLE COMMUNITY SCHOOL CORP., CLARKSVILLE, CLARK COUNTY, IND.

Clarksville Community School Corporation operates five schools for grades one through twelve. The enrollment for 1972–73 is 2,191 pupils.

This school system has participated in the Elementary And Secondary Education Act from 1965 to the present.

TITLE I

Under this title, the development of reading has been emphasized. We have been able to provide additional personnel in the area of developmental reading, primarily on the primary level. Reading material, testing materials, and some equipment were purchased to implement our program.

In evaluating our program we have determined that:

> The reading scores of the students would indicate an overall improvement.
>
> Second and third grade teachers, in particular, indicate their students have improved in reading ability and reading interests.
>
> Teachers are using a variety of materials to meet the needs of the individual pupils.
>
> Teachers are more conscious of classroom diagnosis.
>
> Sharing material is a cooperative effort among the public and non-public schools.

Altho we have received less than $80,000 for the period between 1965 and 1973, we feel this program has upgraded and strengthened areas of reading in our curriculum on the elementary level.

TITLE II. ESEA

Since the principal prerequisite for eligibility for Title II funds is local community effort, credit should be given to the Clarksville Community School Corporation for budgeting adequate materials for grades one through twelve.

During the years 1966 through 1972, Clarksville has received $43,496, which has been largely instrumental in establishing four new libraries, three in the elementary schools and one at the middle school.

Funds were directed at the current library area of concentration; however, each school received an annual Title II allocation to be used to build up weak areas, to provide materials for new curriculum areas, and to purchase materials which could not have been included in the local budget.

Our library programs are now materials programs with many audio-visual materials being added to the inventory of each school.

Circulation records show that both teachers and students depend more upon a wider range of materials both for pleasure and class assignments.

A greater amount of cooperation exists between the public and parochial schools in our district because of the ESEA Title II program.

Should the ESEA be discontinued, the Clarksville Schools would be deprived of continuing and strengthening the library program. Since approximately one-third of the budget amount for the materials have come through this title.

TITLE II RIGHT-TO-READ

The grant for this program was a onetime allocation, which would upgrade and strengthen in the area of reading. With these funds we were able to purchase materials appropriate to the high interest, low reading level categories. This enabled the purchase of a wide variety of choices for those pupils with reading difficulties.

In summary, all programs have been directed to the improvement and helping children learn to read. The Title funds have helped us do the job we had set out to accomplish at a greater speed.

We have made great strides in the past eight years, but we feel it would be disastrous to cut off the programs at this point in time when results are showing great improvements in the reading area of the curriculum.

Mr. MAZZOLI. We want to thank you.

Mr. Chairman, do you have any questions?

Dr. COCHRAN. I might mention, although I didn't know you were going to talk about 874, which is quite an item with us.

Mr. MAZZOLI. Do you want to talk about it?

Dr. COCHRAN. I surely do.

In our system we have the Indiana Army Ammunition Plant, and I think there are two items a person has to consider.

One is you get money on that land in lieu of taxes and it is very little in lieu of taxes.

Mr. MAZZOLI. Have you made computations to show that the money is not anywhere near what you'd get in lieu of taxes?

Dr. COCHRAN. I haven't brought it with me, but I have it.

What has happened is they talk about the bare land, and this is farm land that would have high industrial potential facing the Ohio

River at the present time, and it would make us, instead of one of the poor corporations, we could be one of the wealthiest corporations in the United States if that land were available to us for private corporate development.

The second thing I'd like to point out is this, that when this, being a plant that operates primarily during wartime activities, brings many people in and you have to build additional classrooms to take care of them, but you have to maintain the classrooms after they move away. Many times this is quite a problem. So the problem still is there, even though the plant is shut down. The housing has been built, the people are still there that would not have been there if this had not been affected by the title programs.

I think Chairman Perkins has probably seen many of our statistics on this thing, but I'd just like to throw that in. I didn't realize you were even going to mention this.

Mr. Mazzoli. I'm glad you did. That's a big problem, of course, around Washington I think northern Virginia and Maryland, Prince Georges County.

Dr. Cochran. Oh, yes, I know.

Mr. Mazzoli. And the nearby counties pretty much exist on part B money. It just brings millions of dollars in there.

Dr. Cochran. An editorial in Nation's Schools a couple of years ago indicated that nobody needed it because they were all wealthy communities. I wrote a letter to the editor, kind of taking apart on it, saying he ought to get out in the countryside and see what was going on.

Our corporation was the Charlestown corporation, and we had about $3,000 assessed valuation behind each pupil, which was one of four or five of the poorest corporations in the State of Indiana. It had not been so poor until they put the powder plant there.

Thanks a lot.

Mr. Mazzoli. Thank you very much. We appreciate your testimony.

I might say that it gives me great encouragement, Mr. Chairman, that, though we had people here from Cleveland, with all the charts and all the light and sound show, I think maybe your evidence here, saying the cold-warm facts about title I may be more impressive than anything we have had. We appreciate it very much.

We'd like to call at this point a 5-minute break and we will be back at quarter until the hour, which is actually 10 minutes.

[There followed a short recess.]

Mr. Mazzoli. On the record.

Go ahead, please.

STATEMENT OF MARGARET WILLIS, STATE LIBRARIAN, KENTUCKY DEPARTMENT OF LIBRARIES

Miss Willis. I do not represent the Elementary and Secondary Education Act, but I must pay tribute to this act and to the people who represent it, particularly the librarians. Of course, we have here Mrs. Joy Terhune and Mrs. Rebecca Earls and our friend from Mount Sterling, Miss Bedford, who is an official representative.

Chairman **Perkins.** Let me say that you are greatly affected under the Library Services and Construction Act, because there is no money there and it is thrown into supportive services.

Miss **Willis.** But we do feel very deeply about the Elementary and Secondary Education Act and title II because of its importance to school libraries, though we may not be responsible for administering this title in any way. School and public libraries constantly cooperate, and many of our programs could not exist without this mutual help, so we thank you all for the help you have given us in the State. School superintendents have done a great deal to help these libraries also.

I might also say, Mr. Perkins and Mr. Mazzoli and Mr. Lehman, we are so lacking in money in our State that we realize and have realized for years that our program cannot exist without the support from several governments, namely the local government, the State government and the Federal Government. Each one is greatly limited.

The local agencies have made an effort and Mr. Perkins knows that there has been a great effort for tax support, but this tax support, which is not terribly small in tax rate, brings in a very small amount in poor counties.

Let me recall just one county. I was thinking of Clinton County down on the Tennessee border. The tax rate is not small, but the amount which comes in is approximately $3,700 a year. You tell me how to run an effective library program for a whole county on $3,700 a year. The State support helps that county considerably, too, but not enough. We have a need for regional librarians to provide technical help; we have a need for books materials and equipment from the Federal Government and the States.

There is money needed for bookmobiles, which serve in that county and other counties. There is money needed for films, and for effective systems of cooperation between all types of libraries, and unless we do have all three sources of support, we can never have a good library system in Kentucky. By library system, I refer not only to the public libraries but to the school libraries, and to the college libraries, all three of which supplement each other. Many people do not understand that these libraries do not duplicate each other; they supplement each other. Therefore, they are, we feel, important now as a whole, rather than as separate agencies. I should like to point out that a great deal of time and effort has been spent in Kentucky developing bookmobile service during the last 15 years. The funding has been low but had gradually increased as the years have passed from Federal, State, and local sources.

In 1957 Federal funds brought $40,000 for Kentucky. This small sum really started something in our State. Last year Federal funding reached $927,000 for many different kinds of services, for public libraries, for bookmobiles, for libraries in State institutions, for libraries for the blind and physically handicapped, for interlibrary cooperation between all types of libraries, for construction or remodeling of a small number of library buildings, and for formal programs to the disadvantaged.

I might point out here that we have heard that official statements have been made in Washington to the effect that the public library program has had no impact on the disadvantaged. I can't understand this, because many States have formal programs for services to the disadvantaged, which we also have as well. We are spending almost $100,000 on this type of service, and then we have the bookmobile programs, with almost every county participating in our program. These bookmobiles go to the very poor all over the State, in isolated areas. I think Mr. Perkins knows this and has no doubt about it.

We have a problem in reporting this special service, because once in a while there is somebody who uses that service who is not disadvantaged. Therefore, according to the Federal Government, we cannot report such service as a special program to the disadvantaged. This requirement we don't understand. We do know, however, that we are serving hundreds of thousands of disadvantaged people, possibly a million.

This year the President has cut Federal funding for the public library program by 43 percent, from $976,000 to $503,000 in Kentucky, making it necessary to cut books and materials, bookmobiles for the isolated and disadvantaged, equipment, library buildings, special projects for the disadvantaged and the aging, and staff necessary for careful planning for the future.

In rural areas in Kentucky, there is no other agency to which people of all ages may turn for interesting programs on current problems, for pleasant recreation, for information, for a continuing education, for intellectual stimulus, for practical help, and for referrals to the proper agency when in need.

This is, of course, in addition to the school libraries which are very important through the curricular development of the child.

The basic books and other materials in these libraries are very carefully selected by trained librarians at the department of libraries. The materials get out to the counties quickly and carefully cataloged. As a result public libraries participating in the Sate program, I believe, are jewels for otherwise seriously disadvantaged citizens. These libraries are active, friendly havens for everyone. Their close connection with the headquarters library at Frankfort makes it possible for anyone anywhere to get answers to unusual questions, or all kinds of books not found in local libraries.

There is another place where we select on a basic of supplementation. We buy those books for the headquarters library at Frankfort which are not out in the counties and which are usually not in the school libraries. All of us have a different type of collection, and together we form a good nucleas of basic information, great pleasure and intellectual stimulus for everyone.

I should just like for you to try to think how it would be to live in a county that has nothing like this, no enticing public library, no bookmobile, no school libraries. It would be very tragic. It would be, and is, a real desert.

Films and resources for local programs in rural libraries were enjoyed by 230,911 viewers last year. These figures do not include, of course, the use of films in the Louisville Free Public Library, which has a very good film collection, as you probably know.

Kentuckians borrowed over 12 million books last year from public libraries. We are just giving you a few of the basic facts. There is no doubt that considerable progress has been made in library and bookmobile service in Kentucky, because of Federal and State funds, but I should say that the Federal funds have been the most stimulating.

Ninety-one counties are now participating in the State program, but 15 counties still have no public libraries and no bookmobile service, and this lack is very sad.

I should like to point out to you that we now have a large number of counties, about 10, which are begging us to let them have demonstrations. These demonstrations are given for 20 years. We pay all of the expenses, we put in all of the staff, we do all of the work and give all the service free. Then we ask the county to provide local support. If they county doesn't provide local support, we move out. If county action is favorable, we leave everything in there for their use. This is a most successful program, but it is very expensive for those 2 years. We think that the Federal Government can help us a great deal by providing the funds for demonstrations which do not continue, but are over in 2 years.

One hundred and eight Bookmobiles are serving the people of Kentucky, but, with no Federal funds, purchases of bookmobiles and bookmobile books will have to be curtailed to a very serious extent. These bookmobiles do wear out, particularly, sirs, in the mountainous areas.

We have four bookmobiles, Mr. Mazzoli, in Louisville and in Jefferson County. We could easily use four or five more.

Mr. MAZZOLI. How are these financed, Miss Willis?

Miss WILLIS. They are operated locally, but we send some books I should say about $20,000 worth of books a year, to the Louisville Free Public Library for use on these bookmobiles, but the library adds others. They pay for the maintenance of the bookmobiles and the staff, but we have purchased the bookmobiles.

Chairman PERKINS. The original librarian service created the incentive that brought about the bookmobiles in the metro and rural area in Kentucky.

Miss WILLIS. You're right. It provided great impetus and great stimulus and we do thank you, Mr. Perkins, for doing this because it was you who did it.

The thrust for effective interlibrary cooperation will be crippled without Federal help, and this is at the other end of the stratum of service. At one end you have the basic service and at this end you have the more sophisticated type of service.

The department of library's book catalog, which is in every local library, is federally funded. The program is doomed without additional funds. It is a remarkable tool for easy access to additional information. All you have to do is look in it and you know exactly what exists in the State library in Frankfort. It is considered to be unusually successful.

State agencies needing cataloging of specialized libraries are now receiving free professional cataloging from the department of libraries. With no Federal funds, this cooperative type of service will be impossible after necessary cuts in staff take place, and I might say that this special service is deeply appreciated, because it is absurd to have special cataloging staff members for small libraries in all the different agencies in State government. It is smart to centralize this service in one locality where the service can be given efficiently and free to those who need it.

Is it fair to have modern library buildings in some counties and none in others; to stop construction in the middle of a program is tragic, we believe. The annual library construction cost has always been quite low. Last year it was $165,000 for Kentucky.

Mr. Mazzoli I should like to point out that your branches in Louisville and Jefferson County for the most part need remodeling or replacement, and we could help you do this if we had some help from the Federal Government. These buildings would not have to be expensive ones. They could be functional and modern, however.

Most counties have contributed their share through the passage of local taxes. These funds can provide basic, local operating funds, but they are not sufficient to develop quality service through regular collections of the best books and other media, through professional help, through bookmobile purchases, through library construction, through scholarships for further education of librarians, through effective interlibrary cooperation, and through additional special programs to preschool children, to the aging, the disadvantaged, the isolated, the blind, the physically handicapped and the institutionalized. These programs are important to a good life. They must not be allowed to die.

I was extremely discouraged, and all of us were extremely discouraged to be told to come to Washington at the beginning of this week, and we were informed that our program was to be terminated. It seemed peculiar to me that the President, through Mr. John Hughes, was informing us as to the necessity for the termination of our program, when the Congress was at the same time holding hearings as to the possibility of an appropriation for the same program. I just do not understand this seeming inconsistency, and I feel that there is something wrong with an administration which ignores the Congress.

Chairman PERKINS. I'm glad, Miss Willis, that I met with all of the State librarians on that occasion.

Miss WILLIS. We were most grateful to you, sir, for taking your time to meet with us at 7:30 in the morning, and to hear our cause, and I feel that our cause is just. I feel that this program is a very necessary one. It does not cost a lot of money. We just ask for the opportunity to work and to develop this program, not for ourselves, but for the people of Kentucky, and for the people of the rest of the United States.

I feel that Americans need it, that they deserve it, and that equality of opportunity is one of the basic rights of all human beings; good library service provides this equality of opportunity, sir.

Thank you very much for giving us this opportunity. We appreciate it so much.

Mr. LEHMAN. May I ask a qusetion.

I was just thinking that you talk about library books, about the President's rhetoric on the right to read, and the right to read doesn't imply the use of library books, obviously.

Miss WILLIS. I don't know how you, sir, can learn how to read without good books.

Mr. Lehman. He is going to teach them to read but he's not going to give them books to read.

Miss Willis. There are thousands of books coming out every week. Many of them are very mediocre. We have trained librarians, however, who select this material very carefully. I'm not exaggerating, you have a jewel in each of these public libraries, because you have topnotch material, not just anything, and I feel that this excellence is one of the great advantages of centralized selection and processing.

I should also point out that the Library Services and Construction Act has had the limitation of services to rural areas only removed, but, Mr. Mazzoli, though it was most generous of the Congress to remove this limitation, the appropriation was not increased; how can you have any impact whatsoever in a highly populated urban area with the small amount of money which has been provided?

We have had a great impact in rural areas, but we have not had much impact in populous Louisville and Jefferson County, though we have some programs there. If we had more funds, we could really do something in Jefferson County, because residents there need more service and more help. They need more special services to disadvantaged areas, and there is also a need for more help out in the city and county branches.

If you will notice the statistics, the circulation has gone down in downton Louisville, but the circulation has gone up in the branches and out in suburban areas. Here are the areas where we could do a great deal, but we can't without the necessary funds.

Mr. Mazzoli. Have you had a chance to read James J. Kilpatrick's recent article about his reminiscences in his library in his hometown?

Miss Willis. No, sir, but Mr. Kilpatrick is somebody I happen to admire a great deal. I feel he is what you might call a liberal conservative.

Mr. Mazzoli. You ought to read that. If you haven't done so, you ought to read it, because I consider him to be probably one of the world's greatest technical writers. He really has a command of the English language, but the article is a series of very poignant and beautifully done reminiscences of his home experiences as a little boy in a library in his hometown of Kansas City and it is just as if you could imagine, if there is any idealized situation, that was it. The little boy comes into a library and he spends his Saturday mornings browsing and sitting on the floor reading and, you know, this is the time when we need to have a little bit of merchandising of ideas and a little emotional production if necessary. That is a good article.

Now, that's the same James J. Kilpatrick who scuttled the child development plan for us last year but, nonetheless, this time he's really put his finger on the right pulse.

Miss Willis. Maybe he has changed his mind.

Mr. Mazzoli. It would be well to develop that idea and maybe promote that by way of an insert.

Miss Willis. We don't have much time to promote, but we will try some day. We believe in this program and Mr. Perkins believes in it and has done a great deal for it. We'll never get over being indebted to him.

Mr. Mazzoli, I feel sure we shall be indebted to you in the future.

Mr. MAZZOLI. Thank you. I would hope that 10 years from now you could speak about me the same way.

Miss WILLIS. I wish you could take a trip to the counties and see their attractive libraries with the very attractive meeting rooms where they are meeting every afternoon and every evening. These buildings are very enticing and Kentuckians really are proud of them. For instance, for older people to sit down and read the paper and read all of the magazines and pick up this, this, and this and just be able to enjoy everything, means a good life to these people Otherwise they have nothing, just nothing.

Chairman PERKINS. Miss Willis, I would feel guilty if I failed to say something about your good work in the entire State of Kentucky.

Miss WILLIS. Thank you, sir. We have all tried. We have worked together.

Chairman PERKINS. I have had the privilege of working with you for many years. From the standpoint of cultural enrichment, you have contributed greatly to the hundreds of thousands of adults and children, and have brought happiness to the people by preserving in the library program here in Kentucky. It has meant so doggone much to everybody.

Miss WILLIS. Thank you, sir.

Chairman PERKINS. And I just hope the people of Kentucky appreciate the great job that you have done.

Miss WILLIS. We are very grateful for what has been done with Federal funds, and we have three outstanding librarians right here who have accomplished a great deal, and some more all over this State who are exceptional. Thank you, sir.

Mr. MAZZOLI. Mrs. Terhune.

STATEMENT OF JOY TERHUNE, UNIVERSITY OF KENTUCKY

Mrs. TERHUNE. I am Joy Terhune, and I think I was asked to testify as a former supervisor of school libraries at the time ESEA was enacted in Kentucky. I was intimidated before I got up here because of facing a cutback in title II, and Dr. Ginger said as I came up, "No more books in Kentucky." I hope he didn't mean that. But it's not a pretty picture. I speak of title II even though it is very difficult to separate it from the rest of the titles in the Elementary and Secondary Education Act.

My remarks today will hopefully give a brief, and I mean very brief, perspective of title II as it was developed in the State and what our hopes and aspirations are.

Then Mrs. Earls, who is the present supervisor, will give the present status of the program.

Title II provided the needed impetus for school libraries in 1965 to begin to develop into true centers, and the intent of the title II law to provide materials and books and records and filmstrips and pictures and all of these beautiful things that we want our students to have to support instructional programs going on in Kentucky schools was a dream come true for Kentucky's librarians and teachers. A major strength of the program is that title II is the only

Federal legislation that related directly and exclusively to development of school libraries, and that is the only title of ESEA that relates to all of the children.

Mr. Mazzoli made reference to this earlier. Even though we serve the disadvantaged to a great degree through title II, all the children in Kentucky have benefitted through this title.

In the few minutes I have, I will try to give you a brief perspective of the development of title II as a State plan was conceived and the program aspect of title II administered in Kentucky schools.

The Office of the State Supervisor of School Libraries had responsibility for developing the title II program, and the fiscal responsibility, the county procedures and so forth, was the responsibility of the office of the title II coordinator.

The first year of ESEA title II in 1965, Kentucky received $1,500,000. We developed our State plan in March and the program guidelines were sent to school districts outlining procedures for preparing projects. Without going into great detail, the end result was an enthusiastic response from teachers, students, librarians, and parents when materials were ordered and began to arrive.

Of course, there were many problems and frustrations, there were incomplete orders, insufficient staff to handle all the processing and cataloguing, but the end result of having new books in the hands of children to read, of records available for listening and filmstrips available for viewing, this offset any problems incurred in the procurement of these materials.

Title II was conceived at a crucial time for education. Educators had begun to take a critical look at teaching methods, and at the end result of the educational process through students. There was concern about literacy rate and school dropouts, vocational education, preschool education, special education.

The result of this look was an individualization of educational packages, one in which the teachers went beyond the testbooks, indeed, they sometimes used no textbook at all, and the student pursued an independent course of study in many instances which created the need for access to a vast amount of materials from which to choose those resources which fit his own unique and very individual needs and interests.

This presented the need for the growing importance of well-stocked libraries. Research findings have shown the provision of school libraries to be directly related to academic achievement, to remaining in high school, and to continuing to and in college, and title II, combined with the other titles in ESEA, provided the funds to meet this need, and also supported the basic premise of most of our educational philosophy, and that is that learning is a very individual process.

As I speak to you today about title II, it is impossible to be specific about the effect which title II has had on the development and quality of school libraries in Kentucky, without making reference also to title I of ESEA and title II of NDEA. We made a decided effort in Kentucky to coordinate all of these titles to the extent possible, and to use these resources to the best advantages in Kentucky to establish and improve libraries where they were needed so desperately. Therefore, when a school district developing our educational priorities for a title I project chose developmental reading as their greatest need, they usually recognized that a successful reading project had to have well-stocked and well-staffed libraries to support it. These two go hand-in-hand, as Margaret has just made reference to. You can't teach reading without books and you can't use books without being able to read.

Title I furnished funds for staff, training of professional staff, clerical help in some instances, facilities, equipment, et cetera, and title II moved in with funds to provide materials.

In 1961 when I became state supervisor we had 281 elementary librarians in Kentucky, and 452 secondary librarians, a total of 735. This past year we had a total of 824 elementary librarians, a jump from 281 to 824, and 464 secondary, a total of 1,288. We have seen this happen over and over throughout the State.

I can think of counties now where elementary libraries have been established. Glasgow City School, for example, in south central Kentucky has attractive space, full-time librarians, and well-organized collections which are a result of titles I and II.

Adair County is another example of this type of cooperation. They have used their funds to establish libraries and have a district materials center where they produce materials and have materials which are expensive but necessary to programs sent out by vans to the schools as requested.

Knott County, my own home county, and I speak of Knott County very proudly since Congressman Perkins comes from that county, now has libraries in all of their elementary schools. I was educated in Knott County schools and I can recall many, many years ago the thrill it was, as an elementary student, to line up and march to the high school library to get a book. There were books available but we never sat down, never browsed. We selected a book and marched back. There were no books in our classroom, except dictionaries and textbooks, and it is such a pleasure now to visiit this county and see the wealth of materials available, the bright book jackets, the records, the magazines, all accessible for children to use and take home and share with their families. This would never have happened without titles I and II.

The effects of title II can best be described as supportive. Title II is a title which supports and undergirds other educational needs and perhaps because of the very nature of this bill, and its supportive nature, it has not been as visible to Congress and administrations as other titles have been, and this lack of visibility may be one of the reasons it may have been deemed to be dispensable and lopped from the budget. However, I would like to mention some of the areas it has supported briefly.

It supported reading development, and we have examples of that in Clark County and many other counties. A prime example is Clark County with a title III, title I and title II cooperative project. It supported instructional television by furnishing books to support the programs that we have on KET. It has been supportive in special education, in phase elective programs, and it certainly has been supportive in right to read to the extent that we have been able to establish right-to-read projects.

Another effect has been in the area of evaluation and selection. This has been of great significance as we examine the process of selection. In order to assure quality in selection and still meet the unique needs of each individual school, the guidelines stated that the collection should be evaluated before selection was made to see where weaknesses were, areas not covered and what areas of instructional programming that individual school needed to have adequate material. This process created a need for involvement of teachers to a greater degree in the selection process.

It has been supportive in cooperative programs with public libraries, as Mrs. Willis has mentioned, and I am grateful for the tribute Congressman Perkins paid to Mrs. Willis. I think we are all products of her cultural involvement in Kentucky. It has been supportive in the improvement of the total educational program.

What will happen if title II is done away with? We have heard the rumor that the new revenue-sharing bill, Better Schools Act of 1973, will provide approximately 60 percent for continuing of programs for the disadvantaged, and 40 percent, approximately, for supportive services.

Congressman Perkins made reference this morning to all of the areas that come under supportive service, and it has been our experience that all of these other areas will probably take precedence over library materials. The fact that title II is a categorical title and is very specific as to how these funds will be spent is the reason for its impact in Kentucky schools.

It is difficult to measure this impact because of the correlation of titles, but there is not a child or a teacher in Kentucky who has not benefitted from the materials purchased with title II funds. Isolating this impact and saying the amount of use on educational achievement is directly related to title II is difficult to assess.

Miss Earls will share with you some of the evaluation studies that have been made. This is an intangible, elusive effect, but it is there. I can predict that the effect of the withdrawal of these funds will be more easily discernible. But we do know through visits to schools and involvement with children and teachers that to drop title II and withdraw these funds from Kentucky schools will set back the educational progress in Kentucky schools immeasurably.

I have been invited to speak as a former State supervisor of school libraries but I also speak for all Kentucky school librarians and ask that this committee do all that they can to retain some categorized funding for school library materials in the Federal budget.

Thank you.

Chairman **Perkins**. Let me make an observation at this point. I am more delighted than ever that you have come here to testify today. I have known this lady who heads title II at the State level, from the day she was born. I used to plow her father's garden for many years.

I am so proud that we have a dedicated lady like you, Joy, heading title II in Kentucky. I often get a lot of surprises wherever I go. It makes me feel really good to know you are doing such a dedicated job.

Mrs. **Terhune**. You set a good example, Congressman Perkins.

We have to live up to you.

Chairman **Perkins**. I appreciate your coming here today.

Mrs. **Terhune**. We appreciate being asked. I'm over at the University of Kentucky now. Mrs. Earls is there now.

Chairman **Perkins**. I am so thankful to hear the report of good results in Kentucky from title II.

Thank you very much, Joy.

Go ahead. Identify yourself.

STATEMENT OF REBECCA EARLS, CONSULTANT FOR SCHOOL LIBRARIES, BUREAU OF INSTRUCTION, KENTUCKY DEPARTMENT OF EDUCATION

Mrs. **Earls**. My name is Rebecca Earls and I am presently consultant for school libraries with the Bureau of Instruction at the Kentucky Department of Education.

Part of my job is working with title II projects. I do not observe fiscal control. Mr. Richard Betz has fiscal control of title II, but I am charged with project control; in other words, all the materials selected under title II must be approved through my office, and then resubmitted before they are purchased. This gives us control of selection so that quality materials which are selected from approved sources are available for the children in Kentucky schools.

We have established in most of our schools in the State, since I assumed this position, faculty and student library committees, which help with the selection of the materials which go into these title II projects.

I have just begun working for the Department of Education in July of this year. For the past 8 years I have served as a school librarian, both in elementary and secondary schools in Tennessee and in Kentucky, and as such I have seen the growth of title II, because I have been there as a school librarian, seeing its impact in the school situation. I have seen a lot of things happen in the schools where I have worked in these past 8 years.

First of all, because of the moneys available through title II, we were able to weed our collections and get rid of materials that were no longer relevant to student interests and needs, and to be able to purchase reference materials to help students with research and learning.

Also we have been able to keep up with the currency of titles in fields where they are very relevant, such as in the field of science and in the field of social science particularly. Also we have changed our so-called school libraries into school media centers, and we now refer to them in Kentucky as media centers. I might add that over at the Kentucky Department of Education I am often referred to as Ms. Media, but that is our intent. Only through title II has this change been possible, and I have seen the change come about.

When I first started serving as a school librarian I worked in strictly a library situation, where the only thing that I could offer to children was books, just purely printed materials. It is a known educational fact that all children do not respond to the same form of media. A book may turn on one child, a filmstrip may turn on another, and we must be able to offer these children every form and shape and variety of educational resources for learning to take place.

As we had title II funds available, we were able to build up our book collection and then begin to concentrate on audiovisual materials. As we were able to bring in more filmstrips, more records, more films, even our cassette tapes, we have found that children even on the first- and second-grade level are using these forms of media to learn, where they were not able to deal with the printed page, and it has made a great difference in the school life of these children.

When working as an elementary librarian day to day, we don't necessarily know what kind of progress we are making, but as the elementary children of a few years ago have grown and have come into the high schools in our State today, we see independent library users who can do library research, who can go into a high school library and have complete command of the total collection. They know how to use the equipment and they know how to find the books, and when they go to college they will be completely prepared to deal with the materials there. Of course we don't only deal with the children who go on to college, because title II is a 100-percent grant for every public and nonpublic school in the State. So there are children whose only exposure to books and nonprint will be in the school situation.

Once they leave the schools and go out into the world of whatever work they choose, they will then probably turn to the public libraries, and Miss Willis has worked very carefully—I feel like we are not supportive of each other, but almost like we are a network of helpfulness as far as reading is concerned. These students who leave our school libraries today are familiar with print and audiovisual materials and will be able to use very effectively the public libraries in our State.

One of the systems here in the State of Kentucky has just been the recipient of a national award, the Jefferson County Public Schools here in Louisville will receive national finalist honors in the first competition ever held to identify U.S. school systems for achievement in providing exemplary library media programs at the elementary level. The school library media program of the year award presented by the American Association of School Librarians and Encyclopedia Britannica, Inc., cites the Kentucky school system for outstanding achievement in providing exemplary library media programs in its elementary schools. I have a copy of this press release which I would like to place with you all.

Mr. MAZZOLI. Without objection.

[The document referred to follows:]

JEFFERSON COUNTY SCHOOLS WIN CITATION FOR EXEMPLARY LIBRARY MEDIA PROGRAM

CHICAGO.—Jefferson County Public Schools, Louisville, will receive National Finalist honors in the first competition ever held to identify U.S. school systems for achievement in providing exemplary library media programs at the elementary level, the sponsors announced today in a letter to Richard VanHoose, Superintendent of schools.

The School Library Media Program of the Year Award, presented by the American Association of School Librarians and Encyclopaedia Britannica, Inc.,

> cites the Kentucky school system "for outstanding achievement in providing exemplary library media programs in its elementary schools."
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> "It is apparent that in your community the services and activities of your school library media centers are regarded as an essential part of your total instructional program," Mrs. Elnora M. Portteus, AASL president, and Charles E. Swanson, Britannica president, said in their letter to Superintendant Van-Hoose.
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> They particularly praised the district's community and administrative commitment not only to support, but enhance and expand, the media services and programs which have now become indispensable to quality education.
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> "Quality education today, as evidence in your district, requires not only the provision of a variety of media resources for use by teachers and students, but also the development of techniques which make the various materials an integral part of each student's total learning experience. As one of only six school systems in the nation to be recognized in this new program, your district's achievement should serve as an inspiration to others," they said.
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> Earlier this year the school district was one of six nominated for the 1973 awards by the sponsors' Selection Committee which considered 88 applications submitted by public and private school systems in 36 states.
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> Duneland Community Schools of Chesterton, Indiana, was selected from among the nominees to receive the first national title to the "School Library Media Program of the Year" Award. The Indiana school district will also receive a $5,000 cash prize.
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> In addition to Jefferson County, four other nominees will also receive National Finalist citations for the excellence of library media programs in their elementary schools. They include the Palm Beach County Schools, West Palm Beach, Florida; West Linn (Oregon) Public Schools; Hampton (Virginia) City Schools, and Oconomowoc (Wisconsin) Public Schools.
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> Presentation of citations to all national award winners will be made by AASL and Britannica officials in conjunction with National Library Week, April 8–14, at ceremonies to be planned in the six school communities.
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> The School Library Media Program of the Year Award was inaugurated by the sponsors last fall. The new award succeeds the EB School Library Awards given for school library development during the decade 1963–72. Any school system—public, private, or parochial—is eligible to apply.
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> The Award's Selection Committee, composed of leading school library administrators and educators, screens state entries and may nominate as many as fix finalist school systems. All are members of AASL, which is both an associated organization of the National Education Association and a division of the American Library Association.

Mrs. EARLS. This report will be presented during National Library Week in April and it is certainly a great honor that a Kentucky school system is so honored for its elementary library program, and I must be quite frank with you that this would not have been possible had it not been for the impact of title II, and also, of course, title I and NDEA title III, which I will relate to later in my presentation.

Right to read was discussed just a moment ago, and the Kentucky Department of Education is very involved with right to read. We do have a State right to read coordinator. We are one of the 11 States which were funded as a right-to-read State, and Joseph Clark is the State right-to-read coordinator and works out of the office in Frankfort. Dr. Lyman Ginger has designated reading as a top priority during his term in office, and a $25,000 grant has been made to Kentucky. Of course, as you realize, this was not a great deal of money, but one of our school systems in Floyd County, the Charles Clark Elementary School, is a target area for right to read.

However, in addition to that, Kentucky has developed a ninth grade reading program, and I would like to just read to you the part of the accrediting plan that requires this ninth grade reading program in Kentucky.

Effective as of the 1972–73 school year each local school agency shall ascertain the reading ability of each student prior to being enrolled in the ninth grade. Each student demonstrating a reading competency of sixth grade level or below shall be enrolled for one semester in a reading course designed to specifically aid such student to improve his reading ability. Such course may be counted as a part of the English requirement for graduation. This comes from Standard VI, Section D, Part 3, amended state plan for accrediting secondary schools.

A survey was conducted among the 190 school districts of Kentucky. This survey identified the number of students out of the total incoming ninth grade class who had scored at or below grade reading level 1 when tested in the eighth grade. Of the almost 60,000 students tested, over 16,000 had scored at or below 6. On a statewide average, approximately 28 percent of those students entering ninth grade in the fall of 1972 read at or below a sixth grade reading level. These students were then enrolled in a reading program which was designed to hopefully catch them up before they went on and furthered their education.

Now what does this have to do with title II. In the title II projects this year, several schools have designated the use of those funds to buy materials to use in instruction with this ninth grade reading program, and once again I would like to relate to what you said. It seems kind of strange to me that the President's budget will fund $12 million into right to read, and cut out the materials necessary for students to read. That just doesn't make too much sense to me.

I would also like to allude to what Mrs. Terhune said a little while ago. In Clark County, an experimental reading program was developed there in one school to see what way children could best learn to read. Each teacher uses a different developmental reading program, but this was only possible through the purchase of materials under ESEA title I, title II, and by having equipment purchased under NDEA title III. Also ESEA title III contributed to it because it was an exemplary program. They have found that some programs do work better than others. However a full report has not been done at this time on that, or I would have brought it today, but it has given a chance to try and see how a child best learns to read.

Now what evaluation of title II has been done. It is very difficult to evaluate the exact effectiveness of title II, but we have tried to make some effort in the state of Kentucky to do this. I have here for you today a copy of a report done by Laura K. Martin. This project was funded by the Kentucky Department of Education, and it is concerned with the use of title II funds in Kentucky public school libraries, 1965 through 1971. I would like to give you a copy of this and have it entered into the record.

Mr. MAZZOLI: Without objection.

[The document referred to follows:]

USE OF TITLE II FUNDS IN KENTUCKY PUBLIC SCHOOL LIBRARIES, 1965–71

(By Laura K. Martin)

PROCEDURE USED IN THE STUDY

The study described in the following pages is based upon information obtained in the spring of 1972, covering the fiscal year 1970–71, from a questionnaire answered by 215 librarians in 16 percent of the 1,305 public schools in Kentucky which have full- or part-time librarians. (Twenty-six of the schools listed part-time librarians.) Sixty-one percent, or 215, of the 352 questionnaries sent were returned.

The State Department of Education directories for elementary and secondary schools for 1970–71 give a total of 1,753 public schools, 356 secondary and 1,397 elementary. (The Department classifies all schools having grades above seven as secondary.) Samples were therefore selected from a list which include 74 percent of the public schools in Kentucky.

Statistics from these 215 schools were analyzed by computer. An additional 52 school librarians in five districts where there are library supervisors (Jefferson, Fayette and Clark Counties, Covington and Louisville Independent Districts) returned questionnaires which were analyzed manually. Thus two sets of figures were obtained as answers to most parts of the questionnaire, and there is clear indication in the summary of each part of whether the figures represent the total of 267 librarians or only the 215 computer-analyzed responses.

The study is limited to public schools because in making at attempt to find out what difference Title II funds have made in the development of a state educational program, it was thought that community schools would be in the aggregate provide a fairer picture. The private school is almost always by choice, one with small enrollment, often with a selected student body, therefore with a small staff, usually a part-time librarian, and a small collection of instructional materials. Private schools have, of course, had their share of federal funds under Title II and it may be that a study of these schools would be desirable at a later date, but their inclusion as part of a general picture did not give promise of adding to the value of the total study.

The list from which samples were selected was prepared by a staff member of the Computer Services Division of the State Department of Education. Arranged by the 15 Area Development Districts designated by the Kentucky Program Development Office, it included all school districts in the state (all school districts now participate and have since the beginning of the project. The exception was one wealthy school district which did not wish to participate during the first years). Because the makeup of the Area Development Districts has been changed from time to time, it should be stated that the list used was one which the Program Development Office provided in the spring of 1972.

There has been some discussion about the extent to which these districts represent similar conditions and interests, but the list has been used as a source for sampling in several other research studies.

It should be noted that the Area Development Districts were not set up for use in educational planning or research. According to the *Louisville Courier-Journal* of June 11, 1972, (Section H) "The Kentucky Program Development Office was set up by executive order in 1968 as the state's central planning agency and the prime channel for dozens of direct-assistance programs financed by the federal government. It works through the 15 multi-county Area Development Districts."

Criteria used in selecting schools in the 15 districts were first, to represent as many counties as possible (it was not possible to choose even approximately the same number of schools in each area because of the great disparity in number of counties in each area [from 4 to 17]); second, to keep a ratio of elementary to secondary schools including junior high schools, which approximated that of their distribution statewide (about one secondary school to each three elementary ones was selected), and third, to provide a representative range of schools by enrollment, within both secondary and elementary groups.

Questionnaires were sent to librarians in 105 counties and returned from 102. Sixty-seven percent of the questionnaires returned were from elementary school librarians, comparing favorably with the ratio in the list from which the samples were taken, which contained 70 percent or 925 of the 1,305 schools.

The enrollment distribution given below includes the 52 schools from districts with library supervisors, making a total of 267. Percentages are calculated to the nearest whole figure:

Elementary schools with librarians:

	Number	Percent
0 to 299	37	19
299 to 499	60	32
500 to 799	71	38
800 to 999	17	9
1,000 to 1,199		
over 1,200	2	1
Total	187	

Secondary schools with librarians:

	Number	Percent
0 to 499	15	18
500 to 799	27	33
800 to 999	17	21
1,000 to 1,199	6	7
1,200 to 1,999	11	13
over 2,000	4	5
Total	80	

INTRODUCTION

A tentative summary of questionnaires from 267 public schools in Kentucky which have librarians, full- or part-time, reveals that the use of Title II funds closely parallels that in other states as reported by the U.S. Department of Health, Education, and Welfare in a study covering the fiscal years 1966–68. Described in that study as "the first program providing direct federal assistance for the acquisition of school library resources, textbooks and other instructional materials,"[1] Title II differs from Title I, which provides money for schools with a large percentage of students from low income families, and from Title III, which provides money for innovative or experimental programs.

The two most conspicuous results of the Title II program in Kentucky as in the nation have been the establishment of new elementary school libraries (298 between 1965 and 1971) and the greatly expanded audiovisual collections which had previously been found only in a few schools in wealthy districts.

Many Kentucky school districts spent their Title II money during the first year on general enrichment of the collections, especially audiovisual materials, to help meet regional and state accreditation standards. During the second and third years of the program, more school districts began using the bulk of their Title II funds to provide larger collections for new elementary libraries which had been established in poverty areas with Title I funds. In a number of systems, the availability of Title I money served as stimulus to plans being formulated for the consolidation of small schools. In several counties during this period, merger of city and county school districts provided an opportunity for re-evaluation of existing school library collections as well as the establishment of new ones, as older schools were consolidated, and new ones constructed.

Title I has provided money for remodelling of quarters, purchase of furniture and audiovisual hardware—film projectors, television sets, playback equipment, etc., as well as for the training of librarians. Print materials were also bought from Title I funds although some of these materials did not directly affect library growth, since they were bought for specific programs, and housed in classrooms rather than libraries.

Title I is still a major source of support for libraries in many Kentucky schools[2] although the long range plan calls for phasing out federal aid for this purpose and turning over the responsibility for support to local districts.

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[1] An Evaluative Survey Report on the Elementary Secondary Education Act, Title II: fiscal years 1966–68. Part I, Analysis and Interpretation, Part II, Tables. (No date-letter of transmittal 1972.)

[2] According to a State Department of Education official, in 1972 there were 297 school librarians being paid from Title I funds.

Title II has, of course, continued to be a major source of enrichment and improvement for school libraries, with local funds still bearing the chief responsibility for basic purchases or print and non-print materials.

Since the development of elementary school libraries has been accompanied by the inauguration of numerous special reading programs for children with reading disability, often taught by teachers with advanced training, it is impossible to estimate the amount of improvement which is principally attributable to Title II funds. However, close relationship between classroom programs and library programs has been evident in many districts, as described in a later section of this report.

Question V on the questionnaire reveals the subject areas in which printed materials were first bought with Title II funds in both elementary and secondary schools. (The chart showing the entire range of subjects and degrees of emphasis will be included in the full report.) Figures cited here are from the questionnaires of all 267 librarians. The question asks the extent to which emphasis has been placed on the purchase of printed materials in each of seven subject areas.

The largest number of librarians (162 of 261 answering this question) stated that recreational books (defined as fiction, biography, etc.) had been emphasized "to a great extent" and 95 said they had emphasized this area "to some extent." Only 4 said they had purchased this type of book "not at all."

The second area emphasized was social science, with 261 answers, 113 of which stated that they had emphasized this area "to a great extent" while an even larger number, 139, had emphasized it "to some extent," with 9 checking "not at all."

The third area emphasized was reference material, with a total of 262 respondents, 99 of whom stated that they had emphasized reference materials in their purchases "to a great extent," while 149 had emphasized this field "to some extent," and 14 said "not at all."

Physical science was fourth in order or emphasis, with 262 answers, 87 of which gave it as "to a great extent," with 168 giving it emphasis "to some extent," and 7 "not at all."

The other three subject areas, fine arts, home economics, and business education, gave a much smaller number of major emphases, but significant "to some extent" figures.

In the judgment of some supervisors, junior high school librarians have been the largest purchasers of science materials, print and non-print. Many science materials are also purchased with NDEA Title III funds, but this does not seem to have lessened the need for science materials to be purchased with Title II funds.

The introduction of large collections of audiovisual materials into both secondary and elementary schools has been a major factor in the great improvement in classroom procedures since 1965, as Kentucky schools have moved toward the individualizing of instruction. In addition to the obvious increase in filmstrips, video tapes, records, etc., for physical and social science, there are the great improvements in some of the hitherto neglected fields in the curriculum. One supervisor reports that fine arts materials have dramatically increased in use, with accompanying improvement in the level of instruction in this area. She mentions high quality reproductions of art masterpieces, and musical recordings, from folksong to symphony, now available for the first time.

Since frequent reference will be made throughout this report to the relation of other federally funded programs to Title II, it is pertinent to state here that one commendable feature of the Kentucky program has been the coordination between programs. Although a substantial number of librarians (162 of the 258 who answered question I in the questionnaire) expressed a desire for closer relationships between purchases allowed under Title I and Title II, in general it may be said that the two programs have seldom been used as an excuse for duplication of materials, but most often seem to have been a means of enlarging opportunities for children in participating schools, and of furthering the goal of individualized education. Only one supervisor interviewed stated that the various federal programs have been responsible for fragmentation of effort in her district.

USE OF TITLE II MATERIALS IN CLASSROOMS

It has often been said that the principal who wants to evaluate library services in his school should look for evidence in classrooms as well as in the library. If library materials and services are meeting the needs of children in daily classroom activities, they will not only be referred to frequently in discussion, but will be physically evident on student desks, on bulletin boards, and in other exhibits and displays.

It is for this reason that much of the evaluation of Title II sought by the U.S. Office of Education reports centers about what goes on in the classroom. It is generally recognized that many factors outside the control of the librarians determine the quality and quantity of library cooperation, and that even in the ideal classroom situation it may be impossible to determine the precise impact of Title II materials on the total picture. However, in this study statements from teachers and librarians have been used to estimate the value of activities now being carried on which were not in operation before 1966, and which it is believed are at least partially attributable to Title II funds.

We do not overlook the other identifiable factors common to many situations: better educated teachers who come from teacher training institutions with better libraries, including more often instruction and experience in the use of audiovisual materials, better physical facilities in most school buildings and a more widespread commitment to individualized instruction which has caused revolutionary changes in classroom procedures.

Statements From State Department Instructional Supervisors

In each Title II report to Health, Education and Welfare from the Kentucky State Department of Education, from 1966 to 1972, there is a section of evaluation by state instructional supervisors. These are useful not only for what they say about improvement in classroom teaching made possible by the increased availability of materials, but also for the incentive they provide for people outside the library profession to appraise library services. The following typical comments have been excerpted from these annual reports:

1969.—Subject area supervisors and those in programs for children with special needs have worked closely with directors of programs at the local level, not only suggesting materials for purchase, but giving directions for use. This has been done in inner city as well as rural areas. There is, however, great need still for financial and professional help in selection and use of audiovisual material.

1971.—Schools have been able to discard obsolete books and replace them, and because of this, new approaches to teaching are more common. Additional materials have made teachers more aware of the need to use all varieties and types of instructional materials in their teaching programs. Title II funds have often made the difference between a mediocre and a good school program.

1972.—It is not surprising that the fullest statement occurs in the latest report, and although outside the time period covered in this study, it seems worth quoting as showing the cumulative effects of the five-year experience. The Supervisors cited:

> Improved staff morale and enthusiasm;
>
> A number of innovative programs initiated;
>
> Drastic change in philosophy from group to individual instruction, and moving away from an evaluation according to number of things, to quality of instruction;
>
> Library has more often become a true learning center;
>
> Cooperation of local and state agencies now more evident;
>
> The Right to Read program has been tremendously stimulated by Title II materials.

Increasing Teacher Use of the School Library

In one effort to answer the question of what real difference Title II funds have made in the classroom, question VIII on the questionnaire asked how many librarians saw evidence of more active teacher interest in selection and clasroom use of materials since 1966. Of 247 who replied to the question, 141 stated that they saw much more interest, 101 said some, and 15 say no conspicuous change. Typical of the most encouraging statements was one from a librarian in Harrison County who wrote:

"While there is no way to measure effectively, we feel that having a central library with multi-media materials has been an inspiration to teachers. We believe that many teachers are using more innovative methods of teaching, and that they have a better chance of reaching more children with this multi-media approach. Supplementing the textbook with attractive materials encourages problem-solving techniques and indirect approaches to teaching that are a welcome change from the old lecture methods that flourished in the past."

Since experienced school librarians almost always list as their most frustrating problem the failure of teachers to use library facilities to the fullest, attempts were made in this study to find ways in which librarians had been successful in making teachers more aware of the opportunities for better teaching presented by library services and materials. A number of these were cited in the general comments on the open-ended questions on page four of the questionnaire. A number of librarians who have worked for years with very inadequate collections showed some disappointment that their teachers had not shown an immediate and enthusiastic reaction to attractive collections of print and non-print materials which were theirs to use for the first time.

Two librarians, both in small schools, sent in comments which show ways to begin working with teachers to get them more actively involved. The school in Breckinridge County has only seven teachers, but the methods described could work in larger schools:

"Allocation of funds was a cooperative procedure between the librarian and the faculty. Generally each teacher came to the meeting with lists of materials and prices. The librarian stated the amount of money available tentatively budgeted according to recommended percentages. The completed project was our best thinking . . . it has taken two years for the librarian to convince the faculty that long range planned spending, even if one room got more than another, was the only way to get the items needed. In 1965 I needed quantity materials to stimulate teachers and students to break the textbook syndrome —now I need material to satisfy increasing varieties of requests—"I need a book about. . . ."

The librarian of an elementary school in Clark County writes:

"Use of Title II funds in our school seems to have been the beginning of a cooperation between principal, teachers and librarian in the selection of materials for our school. Not only has it helped to add more materials, but it has been a starting point in acquiring more and different materials."

Other school librarians responding to the questionnaire have secured teacher cooperation by sending them lists of new materials on subjects related to their courses, citing specific needs of students which the librarian could not meet, and in-service sessions, especially for new teachers. Most librarians report that the most successful of such sessions provide actual practice in acquiring library skills, from operating projections to locating magazine articles, pamphlets in the information files, use of the card catalog, and bibliographic sources, for their own order suggestions as well as for teaching these skills to students.

We do not have in the annual reports any examples of innovative programs financed entirely from Title II funds, but the data gathered in this study does enable us to identify a number of schools where experimental programs are being carried on with substantial assistance from Title II materials.

From outside sources, we learned that the librarian at Clinton County High School one year bought Kentucky materials with all of her Title II money, and distributed the list of these to school librarians in her area. Responses to the questionnaire indicate that such instances of cooperative ventures among Kentucky school librarians are very rare.

Reading Programs

In examining reports of classroom use of materials, to determine the difference which Title II has made, the most clearly identifiable improvements have been found to be those which have come about with the introduction of new programs.

A large proportion of Title II money has been spent on materials to aid the child with reading difficulties, but much has also been spent on materials designed to help the normal child to read better. There is nothing new about the statement that many students graduate from high school without being able to read well enough to function satisfactorily on the job. Some large city school systems have figures showing that half of their high school student graduates are functionally illiterate.

Nationally, the Right to Read program is the umbrella under which many of the reading disability classes will be funded in the next few years. The Kentucky State Department of Education now has a Right to Read Coordinator, whose duties include the implementation of the Ninth Grade Reading Program. This program was established to carry out a directive contained in the Amended State Plan for Accrediting Secondary Schools which states that "effective as of the year 1972–73, each local school agency shall ascertain the reading ability of each student prior to being enrolled in the ninth grade. Each student demonstrating a reading competency of sixth grade level or below shall be enrolled for one semester in a reading course designed to specifically aid such student to improve his reading ability."

The study, in all 190 districts, to identify the number of students needing such special instruction, revealed about 28 percent with reading levels at or below 6.0. From district to district, the range was from 0 to more than 50 percent.[3]

However, there is general agreement that special reading skill programs in the junior high school are no substitute for adequate reading programs in the primary grades. Children who are promoted from primary grades without having acquired this basic skill often develop psychological problems as they meet with frustration in almost every later classroom experience. Serious difficulty with the later acquisition of reading ability is a common result.

The pilot Right to Read school in Kentucky is the Clark elementary school in West Prestonsburg, Floyd County. The school has a three year grant, from 1972–75, to establish a demonstration media center, and each teacher is expected to emphasize reading skills in all subjects.

The major responsibility for improving each local situation rests with the administrator who provides facilities and with the classroom teacher, who identifies the problem student and often the nature of his problem. However, as is clearly shown in the present study, most teachers find in the librarian an invaluable ally, and as the number of special reading teachers increases, the demands on the librarian increase.

Special attention to reading has greatly influenced the nature as well as the extent of library services, whether it be the Stoddard plan in Jefferson County, the Joplin plan in Covington, or the experimentation with several types of reading programs carried on in one Clark County school in 1971–72.

This is true even although a considerable amount of financing of these special programs has been through other funds than Title II. Title I, plus NDEA, and Title III have provided most of the money used in these programs, and they have often been used to purchase programmed learning and audiovisual materials which are not housed in the library, and may not even be recorded there.

The Librarians' Role in the Elementary School Reading Program

The following excerpts from comments on the questionnaires illustrate the role the librarian plays in the typical school reading program:

"Several librarians report that working with small groups of children in the library has helped children to function normally in other classes than reading, or to return them to their own grade level after a limited time in a special class.

"One school reported that a pre-encyclopedia in the library was a valuable tool in giving slower children a sense of accomplishment and some of the actual information necessary to keep them in classes with normal children.

"Self-checking devices used in classrooms are often necessary, but librarians state that use of filmstrips and other library materials which the child can use on his own but in a different way, to check his progress and increase his understanding of concepts, or the acquisition of specific information at a slower pace than his classmates, helps him to build reading skills.

"One librarian mentioned the growth of a more positive attitude and more realistic expectations of progress which the use of tapes, slides, high interest-low vocabulary books, etc., make possible, as the child's improvement in reading proceeds at his own pace.

"Librarians who attempt statistical verification of results most frequently mention a two-grade improvement in one year of special class instruction.

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[3] The Ninth Grade Reading Program in Kentucky. Division of Program Development Bureau of Instruction, Kentucky State Department of Education. ([Pamphlet], no date.)

They do not indicate what percentage of children made this substantial advance—the frequent statement is "most children advanced." The experiment in Clark County previously referred to produced dramatic results, which the librarian attributes to the use of many kinds of learning devices placed in four classrooms, as well as frequent library visits. She says "almost all of the children in the first grade read over 100 books, and three read more than 200. A fourth grade boy who had never mastered the letter sounds was able to accomplish this."

"Five librarians who did not give statistics stated that testing showed improvement in reading habits as well as in demonstrable skills. In one county, the librarian mentioned the careful examination of achievement tests which were made by both librarian and teachers as a guide to work with individuals.

"Librarians, of course, work best when they work closely with teachers, encouraging them to prepare their own lists of materials, and to share their own techniques of working with individual children.

"Teaching of library skills to all children has been increased as students show improvement in reading ability and have more materials to work with and their motivation for learning how to use the materials is, of course, increased."

Not reflected in the questionnaires was the discouraging aspect of reading improvement programs which has been widely publicized nationally—the fact that neither the classroom programs worked out by outstanding educators nor the expensive commercially contracted projects which include guarantees for success, seem to produce really adequate returns for all the money and effort which has been poured into them. The librarian working with the teacher, must continue to search for the method or combination of methods, which will make it really possible for young people who get a bad start in reading, to make up this deficiency before it seriously interferes with their success in school and their ability to make a living.

The increase in number of classes for mentally retarded children at all levels has had considerable influence on many school libraries. Regular class visits to the library by EMR and other exceptional students are now being provided in a number of districts. The Fall 1970 issue of *Southeastern Librarian* contained a detailed description of a plan in operation at the Roy G. Eversole Elementary School in Hazard. Mrs. Mabel Burklow, the librarian, reports that the Title II funds made it possible for the library to make adequate provision for the new project, and she includes in her article a bibliography listing the titles found useful with these children, as well as background reading materials for the librarian. In a letter dated October 25, 1972, she commented: "Many of these same books have been most helpful in re-enforcing concepts introduced by our guidance counselor in her program."

High School Programs

At the high school level, phase elective English is the one new program most frequently mentioned as having depended heavily on Title II funds. Two schools reported using their 15 percent allocation for supplementary textbooks to provide phase elective materials.

Subjects on which materials have been purchased seem to cover the entire range of courses offered. In Fayette County, where all four senior high schools participate in the phase elective English program, the most popular courses have been those on African folk literature, and on drama. Other high schools which make extensive use of Title II funds in the phase elective English program are Clark, Woodford, and Franklin County High Schools, and city high schools in Bowling Green, Covington and Owensboro. During the last year there has been experimentation with phase elective in some social science departments, but their effect on Title II expenditures cannot yet be reported.

A related development in senior high schools is the increasing need for adult books, as curricula in other areas as well as English are more often planned to utilize the vast fund of information which most students now bring from their contacts outside the classroom—not only from radio and television, but from newspapers and magazines, which are now available in many more homes. The fact that this information may be superficial and often misleading increases the obligation of the school to help students sort out the mass of impressions to which they are exposed.

High school librarians are finding that one wise use of Title II funds is the purchase of selection tools for adult and college libraries. *Choice*, prepared by and for college and university teaching and library staffs, is an example of the kind of book selection aid which is finding its way into more and more high schools which have a high percentage of college preparatory students.

Audiovisual Materials

The effect of newer approaches to learning on the quality and quantity of audiovisual materials needed at all levels is obvious. Proof of the continuing need for improvement in audiovisual collections throughout the state is the number of librarians who have requested that they be allowed to purchase more than the allowed 50 percent of their Title II money on audiovisual materials. These requests have greatly increased in the last two years, especially in larger school systems where book collections more often come near to meeting standards. State Department of Education policy in granting this request on a year-to-year basis is a wise protection against strong pressure occasionally felt by librarians. Faculty and administrators do not always realize that a media center, whatever else it has, cannot serve as a resource center of long-term value unless its printed materials are constantly upgraded.

Librarians have sometimes seemed to be less interested in the purchase of audiovisual materials than of printed materials, but two causes for this hesitancy are now being somewhat lessened. Perhaps the most important development in this field has been the recent improvement in evaluation tools—librarians, trained to use evaluation guides for printed materials, have been unhappy in selecting from a field where evaluative aids have been of uneven value, uncertain in their publication programs—indexing, etc., and complicated in their organization. In the last few years, the American Library Association *Booklist, Library Journal* and other professional magazines have vastly improved their coverage of non-print materials. The new *Preview* published by Bowker, begun in 1972, gives further promise that librarians will soon be able to count on tools for audiovisual selection comparable to those long used for selection of printed materials.

A feature of the audiovisual picture which was mentioned in the questionnaires and also in conferences with several school librarians, is the generally improved quality of audiovisual materials—in content as well as in technique. The explosion in production of materials, print and non-print, which followed the Elementary and Secondary Education Act of 1965 produced vast quantities of mediocre materials. Librarians, hard-pressed to find time for even the technical details of such large orders, had almost no time for consideration of individual titles. Producers, well aware of this situation, obliged with packaged sets on every subject—from black literature to space science. Publishers of book evaluation tools struggled with this ocean of ink, and while being forced into hasty consideration of many titles, did manage to screen out for busy librarians the worst of the book titles.

However, lacking adequate evaluative tools in the audiovisual field films, filmstrips, records, and tapes often had to be purchased because of requests from teachers who had confused advertisements with evaluations, or in any case, felt that their need for material justified taking a chance on attractively titled materials. Happily, the worst phase of this period has passed. No only have librarians become more knowledgable (and as mentioned earlier, better equipped with evaluative tools) but publishers are now under more pressure to produce materials which can meet competition in quality and which can be useful for a wider age range and for a longer period of time. They are also studying the relative contributions of print and non-print—what does audiovisual material do which print does not do, or does not do so well? How do the two types of media supplement each other in classroom situations? There is a wholesome recognition that there are few subject areas in which either print or non-print can do the entire presentation as well as a combination of these materials.

For example, the librarian in a middle school reports that an improved book collection has enabled teachers in her school to use Kentucky Educational Television, especially the book programs such as Cover to Cover and Matter of Fiction, much more effectively. Cited earlier in this report is a district where enrichment of the fine arts programs has been one of the highly valued contributions made by Title II appropriations. Other schools are buying slides, records, and reproductions of famours works of art not before available to them.

The audiovisual collections now rapidly developing in most schools in Kentucky, have often had an influence beyond their own school building. One elementary school librarian reports that she works with student teachers from three colleges in the area, and that an instructor in audiovisual materials and services at one of these regularly brings his students to the library to see her collection.

Provision of information on black America has, of course, been a major task of librarians during the past decade, and in this field, there has had to be a determined effort to separate the wheat from the chaff in print and non-print materials. Librarians report having to resist continuing pressure to purchase multi-media kits which purport to solve all the librarians' problems—his requests for stories, poems, plays, history, music, etc., as well as sets of books which are often far more expensive and less useful than carefully selected individual volumes.

An example of the incentive to production of materials to meet specific but limited needs which Title II money provides is a recent joint project of the Kentucky Audiovisual Association and the Kentucky Association of School Librarians. The two organizations joined forces in financing a filmstrip on Kentucky history which will be available in 1973, and will be useful in every part of the state. This could not have been undertaken without the assurance which Title II funds provide that librarians will have the money for its purchase.

Mrs. EARLS. The information contained in Miss Martin's study was done through a survey. It was a random sampling of schools in various parts of Kentucky, and I think as you read through it, and I certainly would not even begin to allude to any of the 25 pages contained therein, except to say that I think when you read it you will see that Kentucky has benefited greatly through the use of title II funds.

A second thing that I would like to hand to you is another evaluation of title II's contribution to education in Kentucky, but this was done by a person in Harrison County, so it is only one person's viewpoint, but I think it is a very excellent example of what one school librarian has seen happen in her particular county.

Chairman PERKINS. Without objection it will be inserted into the record.

[The document referred to follows]

TITLE II'S CONTRIBUTION TO EDUCATION IN HARRISON COUNTY

(By Elizabeth T. Kuster)

Harrison County has not always been library-minded. Less than ten years ago, the city school library was totally inadequate, and the county high school library was receiving such a pitiful book budget that it was unable to serve its students adequately. Our public library was built only after a bequest was made for that purpose by a private citizen, and that bequest was accepted only after considerable debate. The six small elementary county schools were old, crowded fire traps with no indoor bathroom facilities. As you might suspect, libraries worthy of the name were *non-existent* in these schools unless you considered classroom collections of cast-off textbooks and hand-me-downs that offered no enticement to anybody. Occasionally, a teacher would attempt to organize the books in one corner of a classroom, but no effort was made to catalog or circulate them.

In 1963, the city and county school systems became one, and three new elementary schools were constructed to serve the unified system. Naturally provision was made for these new schools to be provided with central libraries staffed by professional librarians. The following year, a new county junior high school was also built. These four libraries began with collections of approximately 1,500 or so books which had been gleaned from the old classroom collections.

Thus the county was faced with the problem of financing not only the construction of four new buildings, but supplying the four new libraries with books. At this point, each school was budgeted only six hundred dollars a year for all its library needs—books, supplies, and periodicals—scarcely more than one dollar per child. It would have taken quite some time to build up an adequate collection on $600 per year, had it not been for N.D.E.A. assistance of approximately three thousand dollars per school.

Shortly after this time, Title II came into existence. The school board was only too willing to comply with suggestions that came from the state level if they could thus qualify for Title II funds.

The first thing the supervisors suggested to the local librarians was the taking of inventories of those old books that made up the bulk of the collections. They further advocated a critical evaluation of those volumes and recommended that useless, out-of-date books be discarded. Thus Title II deserves the credit, first of all, for bringing about the disposal of worn, out-moded volumes, and replacing them with new titles. Extensive additions were made in the fine arts and science divisions since the libraries seemed most lacking in those two fields. Tremendous progress was also made in the acquisition of reference materials which were also in great demand. To Title II, then, goes the credit for upgrading the collections of fine arts, science, and reference books.

In addition, audiovisual materials (practically unheard of before) were purchased with funds Title II specified for that purpose. Soon, each school in the county had numerous filmstrips and recordings to supplement their reading materials. The libraries were gradually developing into multi-media learning centers.

Along with the obvious materials mentioned earlier that Title II supplied, Title II has accomplished some less tangible ends. First of all, the librarians' service to the schools has improved. For Title II insisted that librarians name the selection aid in which each book they requested was recommended. Later when it became obvious that publishers were supplying lists to the librarians to facilitate matters, Title II supervisors further requested page numbers for the selection aids as well. While this appeared to be a somewhat bothersome task, it still forced the librarians to examine every book with the care that she should have in the first place. This practice was bound to have an effect on future book selection practices. In addition, Title II requests also encouraged the librarians to keep careful records and inventories. They thus became more skillful and efficient in these two jobs.

While there is no way to measure effectively, we feel that having a central library with multi-media materials has been an inspiration to teachers. We believe that many teachers are using more innovative methods of teaching, and that they have a better chance of reaching more children with this multi-media approach. Supplementing the textbook with attractive materials encourages problem-solving techniques and indirect approaches to teaching that are a welcome change from the old lecture methods that flourished in the past.

Circulation in the new libraries is increasing every year. To Title II goes some credit also, since it helped provide many of those new, attractive books on the shelves. We also are inclined to believe that the students' reading abilities have likewise improved. While we cannot prove that the increased percentage of college-bound students exists because of Title II's influence in upgrading instruction and book collections, we do know that having a library program for grades one through twelve makes the students more proficient in library skills and research procedures than their predecessors.

We further feel that publishers and producers of various audiovisual materials are constantly upgrading their offerings and are always on the alert for new creative educational materials because they know they have a potential buyer in every Title II participant. This makes for an ever-changing panorama of beautiful new books and fascinating multi-media materials from which to choose.

Most of all, Title II has made our county aware of and proud of their libraries. Not only is this visible in the increased financial support by the local board, but in the pride of the average citizen as well. Title II's contribution to education in our county has been profound both in its outlay of books and other materials and in those far-reaching effects that better education brings about.

Mrs. EARLS. Each year as part of the requirement to continue title II, we must submit an annual report to the HEW office. Part of that report is filled out by Mr. Betz, because the fiscal control part, of course, is very important, but I also filled out part of the report, and as I looked through it today I found many of the facts that I have tried to present to you in my presentation here. I am not going to read to you what I said in the report, but I would like to quote a few of the things that school librarians said to me on their projects concerning that Title II has meant to them.

Special reading students can check out whole sets for use in their rooms.

Reading for pleasure has greatly increased among the total student body.

There is an increased interest in reading. More books are going home.

The special reading teacher has a new supply of materials to use.

In our county, this was Bath, the reading level has increased two grades for those with reading problems since title II.

Children with reading problems——

Chairman PERKINS. To conserve time, let's just put that in the record.

Mrs. EARLS. All right, I will make a copy of this and send it to you. I do not have it.

Chairman PERKINS. You do not have an extra copy?

Mrs. EARLS. No.

Chairman PERKINS. You send it to us. We will insert it in the permanent record.

[The document referred to follows:]

SEPTEMBER 25, 1972.

Miss MARY HELEN MAHAR,
Chairman, ESEA Title II,
Division of State Agency Cooperation,
U.S. Office of Education,
Washington, D.C.

DEAR MISS MAHAR: Enclosed are four (4) copies of the official FY 1972 Annual Report of Federal Assistance Program, Part I—Financial Information (OE–4490) and Part III—Narrative Report (OE–4490–1) of the Elementary and Secondary Education Act of 1965, as amended, Title II.

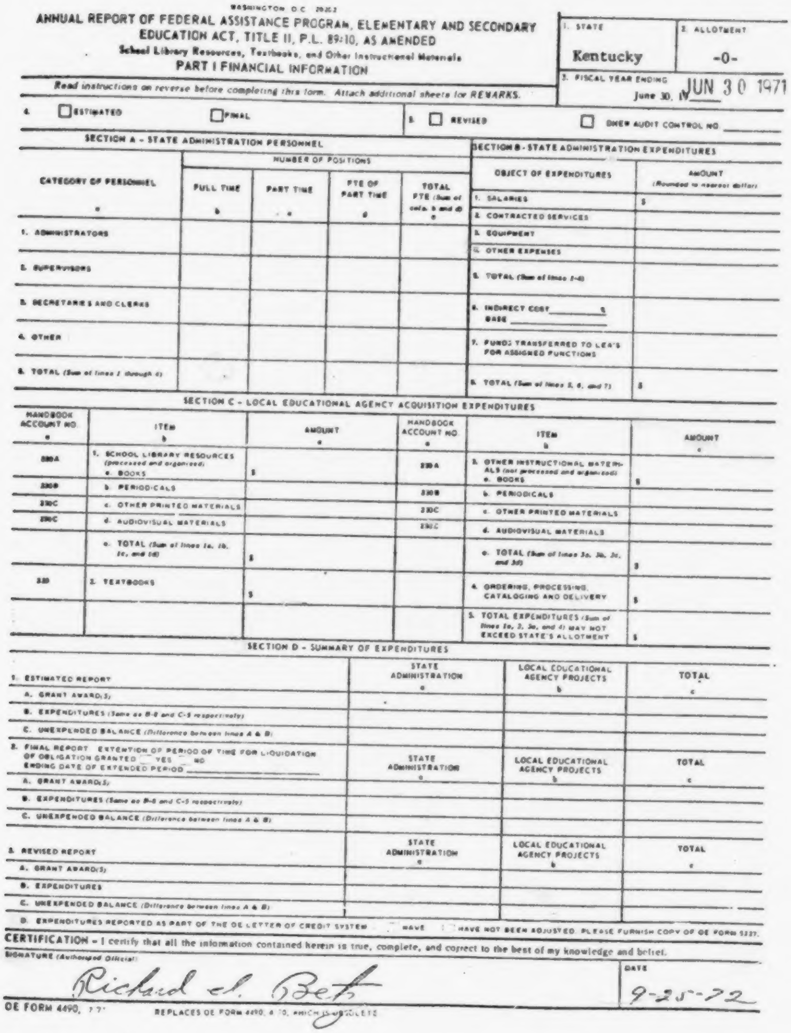
The report has been prepared under the direction of Mr. Richard I. Betz, Coordinator, Title II, ESEA, in cooperation with other entities within the Kentucky Department of Education having any supervisory or fiscal responsibilities to said program.

We hope this report will meet with your approval. If other information is necessary, please let us know.

Very truly yours,

LYMAN GINGER,
Superintendent of Public Instruction.

Enclosures.



WASHINGTON D.C. 20202

ANNUAL REPORT OF FEDERAL ASSISTANCE PROGRAM, ELEMENTARY AND SECONDARY EDUCATION ACT, TITLE II, P.L. 89:10, AS AMENDED

School Library Resources, Textbooks, and Other Instructional Materials

PART I FINANCIAL INFORMATION

Read instructions on reverse before completing this form. Attach additional sheets for REMARKS.

1. STATE: Kentucky
2. ALLOTMENT: -0-
3. FISCAL YEAR ENDING June 30, 19 JUN 30 1971

4. ☐ ESTIMATED ☐ FINAL

5. ☐ REVISED ☐ OHEW AUDIT CONTROL NO. ______

SECTION A - STATE ADMINISTRATION PERSONNEL

CATEGORY OF PERSONNEL a	NUMBER OF POSITIONS FULL TIME b	PART TIME c	FTE OF PART TIME d	TOTAL FTE (Sum of cols. b and d) e
1. ADMINISTRATORS				
2. SUPERVISORS				
3. SECRETARIES AND CLERKS				
4. OTHER				
5. TOTAL (Sum of lines 1 through 4)				

SECTION B - STATE ADMINISTRATION EXPENDITURES

OBJECT OF EXPENDITURES	AMOUNT (Rounded to nearest dollar)
1. SALARIES	$
2. CONTRACTED SERVICES	
3. EQUIPMENT	
4. OTHER EXPENSES	
5. TOTAL (Sum of lines 1-4)	
6. INDIRECT COST ______ % BASE ______	
7. FUNDS TRANSFERRED TO LEA'S FOR ASSIGNED FUNCTIONS	
8. TOTAL (Sum of lines 5, 6, and 7)	$

SECTION C - LOCAL EDUCATIONAL AGENCY ACQUISITION EXPENDITURES

HANDBOOK ACCOUNT NO. a	ITEM b	AMOUNT c	HANDBOOK ACCOUNT NO. a	ITEM b	AMOUNT c
230A	1. SCHOOL LIBRARY RESOURCES (processed and organized) a. BOOKS	$	230A	3. OTHER INSTRUCTIONAL MATERIALS (not processed and organized) a. BOOKS	$
230B	b. PERIODICALS		230B	b. PERIODICALS	
230C	c. OTHER PRINTED MATERIALS		230C	c. OTHER PRINTED MATERIALS	
230C	d. AUDIOVISUAL MATERIALS		230C	d. AUDIOVISUAL MATERIALS	
	e. TOTAL (Sum of lines 1a, 1b, 1c, and 1d)	$		e. TOTAL (Sum of lines 3a, 3b, 3c, and 3d)	$
220	2. TEXTBOOKS	$		4. ORDERING, PROCESSING, CATALOGING AND DELIVERY	$
				5. TOTAL EXPENDITURES (Sum of lines 1e, 2, 3e, and 4) MAY NOT EXCEED STATE'S ALLOTMENT	$

SECTION D - SUMMARY OF EXPENDITURES

1. ESTIMATED REPORT	STATE ADMINISTRATION a	LOCAL EDUCATIONAL AGENCY PROJECTS b	TOTAL c
A. GRANT AWARD(S)			
B. EXPENDITURES (Same as B-8 and C-5 respectively)			
C. UNEXPENDED BALANCE (Difference between lines A & B)			

2. FINAL REPORT EXTENTION OF PERIOD OF TIME FOR LIQUIDATION OF OBLIGATION GRANTED ☐ YES ☐ NO ENDING DATE OF EXTENDED PERIOD ______	STATE ADMINISTRATION a	LOCAL EDUCATIONAL AGENCY PROJECTS b	TOTAL c
A. GRANT AWARD(S)			
B. EXPENDITURES (Same as B-8 and C-5 respectively)			
C. UNEXPENDED BALANCE (Difference between lines A & B)			

3. REVISED REPORT	STATE ADMINISTRATION a	LOCAL EDUCATIONAL AGENCY PROJECTS b	TOTAL c
A. GRANT AWARD(S)			
B. EXPENDITURES			
C. UNEXPENDED BALANCE (Difference between lines A & B)			

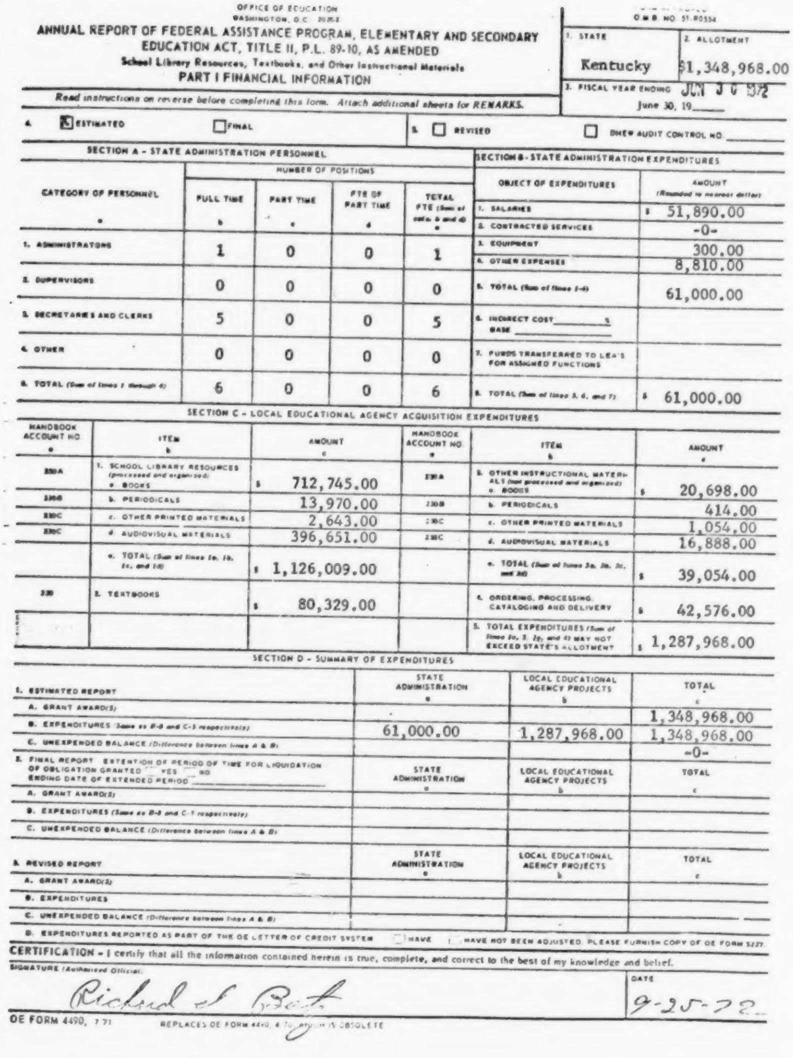
D. EXPENDITURES REPORTED AS PART OF THE OE LETTER OF CREDIT SYSTEM ☐ HAVE ☐ HAVE NOT BEEN ADJUSTED. PLEASE FURNISH COPY OF OE FORM 5227.

CERTIFICATION - I certify that all the information contained herein is true, complete, and correct to the best of my knowledge and belief.

SIGNATURE (Authorized Official): Richard L. Bet

DATE: 9-25-72

OE FORM 4490, 7-71 REPLACES OE FORM 4490, 4-70, WHICH IS OBSOLETE



OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

ANNUAL REPORT OF FEDERAL ASSISTANCE PROGRAM, ELEMENTARY AND SECONDARY EDUCATION ACT, TITLE II, P.L. 89-10, AS AMENDED

School Library Resources, Textbooks, and Other Instructional Materials

PART I FINANCIAL INFORMATION

O M B NO. 51-R0554

1. STATE: Kentucky
2. ALLOTMENT: $1,348,968.00
3. FISCAL YEAR ENDING June 30, 19___ JUN 30 1972

Read instructions on reverse before completing this form. Attach additional sheets for REMARKS.

4. ☒ ESTIMATED ☐ FINAL
5. ☐ REVISED ☐ OHEW AUDIT CONTROL NO. ______

SECTION A - STATE ADMINISTRATION PERSONNEL

CATEGORY OF PERSONNEL a	NUMBER OF POSITIONS: FULL TIME b	PART TIME c	FTE OF PART TIME d	TOTAL FTE (Sum of cols. b and d) e
1. ADMINISTRATORS	1	0	0	1
2. SUPERVISORS	0	0	0	0
3. SECRETARIES AND CLERKS	5	0	0	5
4. OTHER	0	0	0	0
5. TOTAL (Sum of lines 1 through 4)	6	0	0	6

SECTION B - STATE ADMINISTRATION EXPENDITURES

OBJECT OF EXPENDITURES	AMOUNT (Rounded to nearest dollar)
1. SALARIES	$ 51,890.00
2. CONTRACTED SERVICES	-0-
3. EQUIPMENT	300.00
4. OTHER EXPENSES	8,810.00
5. TOTAL (Sum of lines 1-4)	61,000.00
6. INDIRECT COST ______ % BASE ______	
7. FUNDS TRANSFERRED TO LEA'S FOR ASSIGNED FUNCTIONS	
8. TOTAL (Sum of lines 5, 6, and 7)	$ 61,000.00

SECTION C - LOCAL EDUCATIONAL AGENCY ACQUISITION EXPENDITURES

HANDBOOK ACCOUNT NO a	ITEM b	AMOUNT c	HANDBOOK ACCOUNT NO a	ITEM b	AMOUNT c
250A	1. SCHOOL LIBRARY RESOURCES (processed and organized) a. BOOKS	$ 712,745.00	230A	3. OTHER INSTRUCTIONAL MATERIALS (not processed and organized) a. BOOKS	$ 20,698.00
250B	b. PERIODICALS	13,970.00	230B	b. PERIODICALS	414.00
250C	c. OTHER PRINTED MATERIALS	2,643.00	230C	c. OTHER PRINTED MATERIALS	1,054.00
250C	d. AUDIOVISUAL MATERIALS	396,651.00	230C	d. AUDIOVISUAL MATERIALS	16,888.00
	e. TOTAL (Sum of lines 1a, 1b, 1c, and 1d)	$ 1,126,009.00		e. TOTAL (Sum of lines 3a, 3b, 3c, and 3d)	$ 39,054.00
230	2. TEXTBOOKS	$ 80,329.00		4. ORDERING, PROCESSING, CATALOGING AND DELIVERY	$ 42,576.00
				5. TOTAL EXPENDITURES (Sum of lines 1e, 2, 3e, and 4) MAY NOT EXCEED STATE'S ALLOTMENT	$ 1,287,968.00

SECTION D - SUMMARY OF EXPENDITURES

1. ESTIMATED REPORT	STATE ADMINISTRATION a	LOCAL EDUCATIONAL AGENCY PROJECTS b	TOTAL c
A. GRANT AWARD(S)			1,348,968.00
B. EXPENDITURES (Same as B-8 and C-5 respectively)	61,000.00	1,287,968.00	1,348,968.00
C. UNEXPENDED BALANCE (Difference between lines A & B)			-0-

2. FINAL REPORT EXTENTION OF PERIOD OF TIME FOR LIQUIDATION OF OBLIGATION GRANTED ☐ YES ☐ NO ENDING DATE OF EXTENDED PERIOD ______	STATE ADMINISTRATION a	LOCAL EDUCATIONAL AGENCY PROJECTS b	TOTAL c
A. GRANT AWARD(S)			
B. EXPENDITURES (Same as B-8 and C-5 respectively)			
C. UNEXPENDED BALANCE (Difference between lines A & B)			

3. REVISED REPORT	STATE ADMINISTRATION a	LOCAL EDUCATIONAL AGENCY PROJECTS b	TOTAL c
A. GRANT AWARD(S)			
B. EXPENDITURES			
C. UNEXPENDED BALANCE (Difference between lines A & B)			

D. EXPENDITURES REPORTED AS PART OF THE OE LETTER OF CREDIT SYSTEM ☐ HAVE ☐ HAVE NOT BEEN ADJUSTED. PLEASE FURNISH COPY OF OE FORM 5227.

CERTIFICATION - I certify that all the information contained herein is true, complete, and correct to the best of my knowledge and belief.

SIGNATURE (Authorized Official): Richard

DATE: 9-25-72

OE FORM 4490, 7-71 REPLACES OE FORM 4490, 4-70, WHICH IS OBSOLETE area of social problems, such as drug abuse and environmental/ecological education?

6. What evidence have you of the impact of school library resources acquired under Title II in improving instructional programs for educationally and economically disadvantaged children, especially those with major reading deficiences?

7. Were any revisions made in the State standards for school library resources during the last fiscal year or are any planned for the near future? What progress have the elementary and secondary schools of the State been able to make since 1965 in meeting the standards? How has the Title II program contributed to this progress?

NAME AND TITLE OF STATE SCHOOL MEDIA SUPERVISOR(S) Rebecca J. Earls	DATE 9-20-72

SECTION 3 - REPORT OF STATE SUPERVISORS OF INSTRUCTION

1. To what extent did you participate in the formulation and implementation of the Title II program objectives?

2. What evidence do you have that Title II has had an impact on increasing and improving the instructional resources in elementary and secondary subject areas?

3. To what extent did you assist teachers in selecting and utilizing printed and audiovisual materials to support special programs, such as remedial programs for children with reading deficiencies, early childhood and bilingual programs, instruction in the area of social problems, such as drug abuse and environmental/ecological education?

4. Give examples of how the use of materials provided under Title II has supported educational programs that stress individualization, inquiry, and independent learning in elementary and secondary school subjects?

NAME AND TITLE OF STATE SUBJECT AREA, SPECIAL OR GENERAL SUPERVISORS D. C. Anderson	DATE 9-22-72
SIGNATURE OF CHIEF STATE SCHOOL OFFICER	DATE

OE FORM 4490-1, 12/70

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE OFFICE OF EDUCATION WASHINGTON, D.C. 20202 **ANNUAL REPORT OF FEDERAL ASSISTANCE PROGRAM, FISCAL YEAR 1972** **Elementary and Secondary Education Act, Title II, P.L. 89-10, as Amended** PART III - GUIDE FOR PREPARATION OF THE NARRATIVE REPORT	FORM APPROVED O.M.B. NO. 51R-0544

Instructions for Completion

Please submit 4 copies of Part III on or before October 1, 1972 to Director, Division of State Agency Cooperation, Bureau of Elementary and Secondary Education, Office of Education, Washington, D.C. 20202.

PURPOSE - The Narrative Report summarizes the effectiveness of ESEA-II in meeting the objective of strengthening and improving educational quality and educational opportunity in the Nation's elementary and secondary schools, through the State's program for the provision of school library resources, textbooks, and other instructional materials. This report, along with the financial report, is used (a) to provide the U.S. Commissioner with information for his annual reports to the Congress and the Nation, and in making requests for Title II appropriations; and (b) to assist the U.S. Office of Education in serving the States with information on the Title II program.

FORM - The headings and format should be used in order to assure that the information from all States will be reported in comparable form.

ADDENDA - To illustrate and support the narrative, include copies of new and revised standards, manuals, lists or book catalogs of materials made accessible, pictures, newsletters, conference and workshop programs, reports, press comments, surveys, materials on special-purpose grants, or other examples of State leadership in Title II or related media activities.

Section 1 of Part III should be completed by the State ESEA, Title II administrator.

Section 2 should be completed by the State school media supervisor(s) *(school library and audiovisual supervisors)*. If your State agency has no such personnel, responses to this section should be made by the State Title II administrator.

Section 3 should be completed by State subject area and/or other special or general supervisors of instruction. If your State agency has no such personnel, response to this section should be made by the Title II administrator, director of instruction, or other appropriate State personnel.

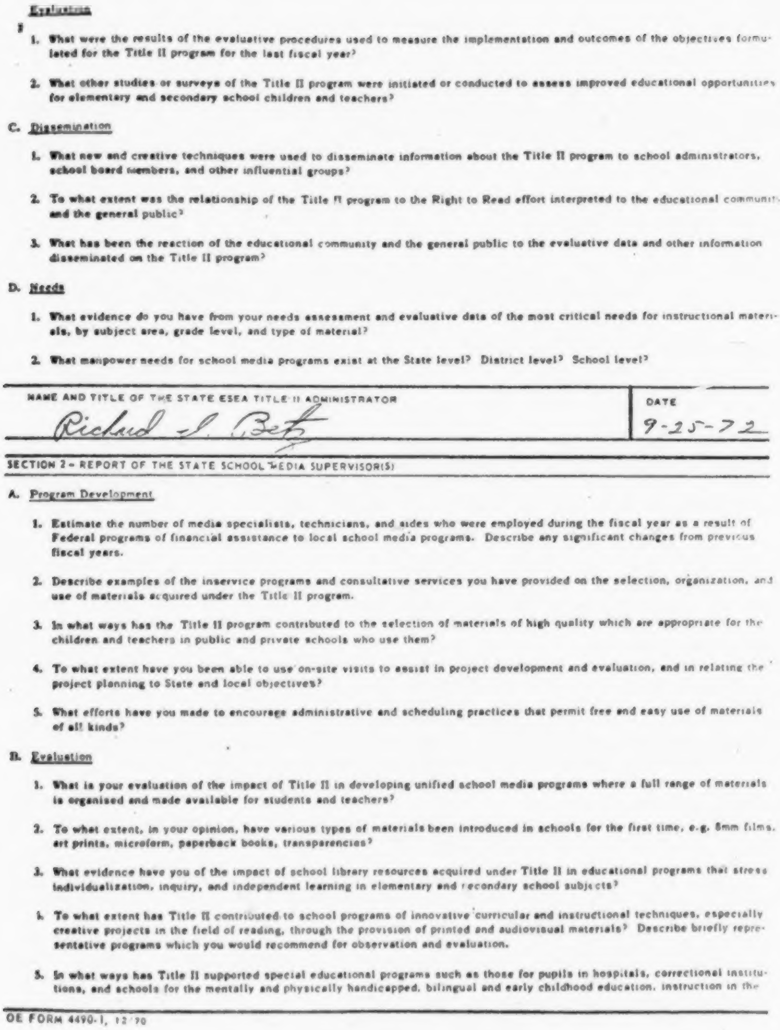
The chief State school officer should sign at the end of Section 3.

SECTION 1 - REPORT OF THE STATE TITLE II ADMINISTRATOR

A. Management

1. What considerations were given to the ESEA Title II program in comprehensive State education agency planning?
2. How did planning for the management of the Title II program relate to overall State education agency planning?
3. What adjustments were made in the relative need criteria and formula to redirect the Title II program to new needs or prioritie
4. What action was taken to assign responsibilities for carrying out the Title II objectives for the last fiscal year?
5. What technical assistance did the State provide to local educational agencies in project development? To what degree did th State monitor projects in local educational agencies after approval?
6. What services in connection with the Title II program were given by the State to private school teachers, media personnel, an administrators?
7. How did the methods and terms by which materials were made available to private school children and teachers differ from those used in serving public school children and teachers?
8. In what ways were you able to coordinate Title II with other programs of Federal financial assistance such as ESEA Titles I, III, V, VI, VII, VIII, NDEA Titles III and V-A, LSCA Title III?

OE FORM 4470-1, 12 70 REPLACES OE FORM 4490-1, 4 70, WHICH IS OBSOLETE.



Evaluation

1. What were the results of the evaluative procedures used to measure the implementation and outcomes of the objectives formulated for the Title II program for the last fiscal year?

2. What other studies or surveys of the Title II program were initiated or conducted to assess improved educational opportunities for elementary and secondary school children and teachers?

C. Dissemination

1. What new and creative techniques were used to disseminate information about the Title II program to school administrators, school board members, and other influential groups?

2. To what extent was the relationship of the Title II program to the Right to Read effort interpreted to the educational community and the general public?

3. What has been the reaction of the educational community and the general public to the evaluative data and other information disseminated on the Title II program?

D. Needs

1. What evidence do you have from your needs assessment and evaluative data of the most critical needs for instructional materials, by subject area, grade level, and type of material?

2. What manpower needs for school media programs exist at the State level? District level? School level?

NAME AND TITLE OF THE STATE ESEA TITLE II ADMINISTRATOR
Richard I. Betz

DATE
9-25-72

SECTION 2 – REPORT OF THE STATE SCHOOL MEDIA SUPERVISOR(S)

A. Program Development

1. Estimate the number of media specialists, technicians, and aides who were employed during the fiscal year as a result of Federal programs of financial assistance to local school media programs. Describe any significant changes from previous fiscal years.

2. Describe examples of the inservice programs and consultative services you have provided on the selection, organization, and use of materials acquired under the Title II program.

3. In what ways has the Title II program contributed to the selection of materials of high quality which are appropriate for the children and teachers in public and private schools who use them?

4. To what extent have you been able to use on-site visits to assist in project development and evaluation, and in relating the project planning to State and local objectives?

5. What efforts have you made to encourage administrative and scheduling practices that permit free and easy use of materials of all kinds?

B. Evaluation

1. What is your evaluation of the impact of Title II in developing unified school media programs where a full range of materials is organized and made available for students and teachers?

2. To what extent, in your opinion, have various types of materials been introduced in schools for the first time, e.g. 8mm films, art prints, microform, paperback books, transparencies?

3. What evidence have you of the impact of school library resources acquired under Title II in educational programs that stress individualization, inquiry, and independent learning in elementary and secondary school subjects?

4. To what extent has Title II contributed to school programs of innovative curricular and instructional techniques, especially creative projects in the field of reading, through the provision of printed and audiovisual materials? Describe briefly representative programs which you would recommend for observation and evaluation.

5. In what ways has Title II supported special educational programs such as those for pupils in hospitals, correctional institutions, and schools for the mentally and physically handicapped, bilingual and early childhood education, instruction in the

SECTION I—REPORT OF THE STATE TITLE II ADMINISTRATOR

A. MANAGEMENT

1. What considerations were given to the ESEA Title II program in comprehensive State education agency planning?

As of July 1, 1972, under a new Superintendent of Public Instruction (Dr. Lyman Ginger), a new office of Planning, Research, Evaluation and Dissemination has been established, funded and staffed.

This office foresees a comprehensive effort related to all Federal and State programs in the areas of planning, research, evaluation and dissemination. In fact, part of this report has been developed in cooperation with this new office.

2. How did planning for the management of the Title II program related to overall State education agency planning?

Early planning with the Bureau of Instruction, especially the library and material section, established processes of application review. This process gave to the agency an opportunity to analyze where emphasis should be placed on the elimination of material deficiencies.

3. What adjustments were made in the relative need criteria and formula to redirect the Title II program to new needs or priorities?

No changes were made in the relative need criteria and formula during the past fiscal year. Such a change was made during the fiscal year 1968. The relative need formula will continue to be re-examined at the close of this fiscal year.

4. What action was taken to assign responsibilities for carrying out the Title II objectives for the last fiscal year?

Closer cooperation has been effected between the Title II program and the materials components in the Bureau of Instruction.

5. What technical assistance did the State provide to local educational agencies in project development? To what degree did the State monitor projects in local educational agencies after approval?

The State Library Consultant and other personnel in the Bureau of Instruction in the State Department of Education gave direct and indirect professional assistance to the local educational agencies as applications and material needs were developed.

The Coordinator of Title II and the State Library Consultant in their normal visits to local school districts have during the past fiscal year monitored all of the 190 school districts projects.

6. What services in connection with the Title II program were given by the State to private school teachers, media personnel, and administrators?

The Kentucky State Department of Education and Title II has encouraged the local school superintendents to include private and/or parochial schools to participate 100% in material selection and usage. Contacts have also been made to the private school structure to encourage their participation in the program. All public schools in the Commonwealth of Kentucky do participate in the program.

7. How did the methods and terms by which materials were made available to private school children and teachers differ from those used in serving public school children and teachers?

There is no difference by which materials are made available to private school children and teachers. All children and teachers share and share alike. The sharing of special prepared lists between all schools still exists within a designated geographical regional area.

8. In what ways were you able to coordinate Title II with other programs of Federal financial assistance such as ESEA Titles I, III, V, VI, VII, VIII; NDEA Titles II and V–A; LSCA Title III?

Regular staff meetings were held in the Bureau of State and Federal Relations in the Kentucky State Department of Education to emphasize such coordination. Close coordination and participation within the Department and with the U.S. Office of Education's Right to Read program continues.

The Title II program continues to provide funds to the local school districts for special programs designed to meet the needs of the educationally deprived under the Title I, ESEA program. It also provides funds to support programs for mentally and physically handicapped children under the Title VI, ESEA program.

B. EVALUATION

1. What were the results of the evaluative procedures used to measure the implementation and outcomes of the objectives formulated for the Title II program for the last fiscal year?

The data coming from Part III on Evaluation in the Project Application is made available to all interested professional personnel in the Kentucky Department of Education so that they can compare data to furnish valuable information on the strengths and weaknesses of the instructional materials used by the individual schools.

Evaluative techniques of the Title II program should become more sophisticated during the coming months with the establishment of the Office of Planning, Research, Evaluation and Dissemination in the Kentucky State Department of Education.

2. What other studies or surveys of the Title II program were initiated or conducted to assess improved educational opportunities for elementary and secondary school children and teachers?

Personnel on board with report development continuing. Data from report to be merged with efforts of the Office of Planning, Research, Evaluation and Dissemination.

C. DISSEMINATION

1. What new and creative techniques were used to disseminate information about the Title II program to school administrators, school board members, and other influential groups?

Guidelines, brochures and leaflets continue to be distributed to the school communities throughout the state. A fifteen minute radio program was presented over fifty-five radio stations. The local school superintendents continue to tell school board members and other influential groups how Title II continues to help their instructional program.

2. To what extent was the relationship of the Title II program to the Right to Read effort interpreted to the educational community and the general public?

The Title II efforts of coordination with the Right to Read program have been at the maximum level of participation. Kentucky's efforts in the Right to Read program are as follows:

Kentucky Superintendent of Public Instruction, Dr. Lyman Ginger has designated reading as a top priority during his term of office. A $25,000 grant has been awarded to Kentucky, making it one of the eleven funded Right To Read States in the nation. As a Right To Read State, Kentucky has prepared a Plan of Action in accordance with the guidelines of the National Right To Read Effort. The Kentucky Plan of Action includes:

Appointing a State Right To Read Coordinator who will serve as a liaision between local school districts, the State Department of Education, and the National Right To Read Office.

Establishing a state-wide Advisory Council for the Right To Read Effort which will be responsible for directing Right To Read endeavors within the state.

Creating separate Task Forces for Right To Read which will pursue areas of specific interest.

Identifying Local Right to Read Coordinators in each school district who will become a part of the state-wide Right To Read communication network.

Disseminating information to school districts about possible funding as Right To Read School Sites.

Compiling information on reading programs currently underway, or being planned, in school districts.

Seeking selected sites to serve as non-funded Right To Read Centers.

Preparing materials and general information services to further the State Right To Read Effort.

Coordinating volunteer reading programs as a part of the State Right To Read Effort.

3. What has been the reaction of the educational community and the general public to the evaluative data and other information disseminated on the Title II program?

The Title II program continues to be well received by all groups concerned. It is felt that Title II funds have strengthened the library programs in both public and non-public schools. The parents, the children, and general public are becoming more aware of the materials that are provided by Title II funds that otherwise could not be provided by local and state funds.

D. NEEDS

1. What evidence do you have from your needs assessment and evaluation data of the most critical needs for instructional materials, by subject area, grade level, and type of material?

NEEDS

Subject area	Grade level	Type
Reading	1–12	Print and nonprint.
Social sciences (drugs-ecology)	1–12	Do.
Language arts	1–12	Do.

Our reports show that the school libraries are still woefully lacking in books per pupil in all subject areas and for all grade levels. As new programs are introduced in the local systems of the state, materials must be quickly assimilated to meet pupil needs.

In the audiovisual category, the assimilation of materials in all areas is a critical situation in terms of support for the instructional program.

According to our Part III, Evaluation, on individual schools, there is still a great need for instructional materials in the following categories:

Classification	*Grade*
School library resources:	
Dictionaries	1–12
Documents	1–12
Easy books	1–12
Fiction	1–12
Fine arts, recreation	1–12
General works	1–12
History	1–12
Languages	1–12
Literature	1–12
Musical scores	1–8
Pamphlets	1–12
Paperbound books	1–12
Philosophy	9–12
Programmed or self-teaching materials	1–12
Pure science	1–12
Technology	7–12
Social sciences	1–12
Audiovisual materials:	
Charts	1–12
Disc recordings	1–12
Filmstrips	1–12
Globes	1–12
Maps	1–12
Motion pictures	1–12
Picture sets	1–12
Slides	1–12
Tape recordings	1–12
Transparencies	1–12
Textbooks:	
Agriculture	7–12
Business education	7–12
Vocational education	7–12

2. What manpower needs for school media programs exist at the State level? District level? School level?

At the State level, a second library consultant is needed.

At the district level, more school library/media supervisors are needed.

At local school level, qualified media specialists are being hired as needed but there is a need for more non-professional staff such as clerks, aides, equipment specialists, etc.

SECTION 2—REPORT OF THE STATE SCHOOL MEDIA SUPERVISOR(S)

A. PROGRAM DEVELOPMENT

1. Estimate the number of media specialists, technicians, and aides who were employed during the fiscal year as a result of Federal programs of financial assistance to local school media programs. Describe any significant changes from previous fiscal years.

Statistical information to answer this question is simply not available through any agency in the Department of Education. However, as to number of librarians in Kentucky in fiscal year 1972 there were 1,182 as compared to 1,199 in fiscal year 1971.

2. Describe examples of the inservice programs and consultatives services you have provided on the selection, organization, and use of materials acquired under the Title II program.

Since I only came into this position in July, I do not know exactly how much consultative service was done in connection with Title II before that time. However, I do know that some in-service programs were devoted to this subject. Since August I have spoken at several meetings around the state and I always devote several minutes to the discussion of selection, organization and utilization of Title II materials.

There still seems to be a certain amount of confusion in some areas in the state about the Gudelines for Kentucky's Title II State Plan. To further clarify the matter, this office and the State Title II administrator have prepared more information for dissemination to superintendents, federal coordinators and librarians throughout the state.

3. In what ways has the Title II program contributed to the selection of materials of high quality which are appropriate for the children and teachers in public and private schools who use them?

The Title II program contributed to the selection of materials of high quality because the State Standards for the selection of materials were followed very closely. This is a requirement of Kentucky's Title II State Plan.

4. To what extent have you been able to use on-site visits to assist in project development and evaluation, and in relating the project planning to State and local objectives?

Since the former State Library Consultant was on a leave of absence for medical reasons and I was only employed in July, on-site visitation was minimal. However, in connection with her project, Dr. Laura K. Martin has visited several school districts and some feed back should be available as part of her final report.

5. What efforts have you made to encourage administrative and scheduling practices that permit free and easy use of materials of all kinds?

More and more school systems are developing programs which encourage independent study and therefore, more school libraries are being opened up for blocks of time with free access. One of the major emphases from this office will concern the availability and utilization of materials; and whether it involves changes in scheduling, staffing, or storage, these changes must be made. Therefore, I will use whatever influence available to encourage administrative decisions which will provide for the free use of facilities and materials.

B. EVALUATION

During this year Laura K. Martin, Associate Professor of Library Science, University of Kentucky, Lexington, Kentucky, worked on a project for the Kentucky State Department of Education entitled "THE USE OF TITLE II FUNDS IN KENTUCKY SCHOOL LIBRARIES, 1965–71." The final report on the project has not been submitted to the Department of Education. However, I am enclosing copies of the project and the questionnaire which lists the responses as tallied by the computer.

Much of the information in this report comes from comments received by Dr. Martin in connection with this survey and I am including a report from a librarian in Harrison County which is a good summation of the comments made by librarians around the State.

1. What is your evaluation of the impact of Title II in developing unified school media programs where a full range of materials is organized and made available for students and teachers?

Every effort has been made through Title II regulations and other State regulations to develop unified school media programs throughout the State. The Department of Education is committed to the school media concept and with its direction and the monies made available through Title II, many creative, "on-going" school media centers are on the move in Kentucky.

2. To what extent, in your opinion, have various types of materials been introduced in schools for the first time, e.g. 8mm films, art prints, microform, paperback books, transparencies?

Although actual documented statistics are not available for this, from personal observation I would judge that progess in acquisition and utilization of a variety of materials has been a very positive by-product of Title II. And according to librarians and teachers, the more variety offered the greater the interest on the part of the student.

3. What evidence have you of the impact of school liberary resources acquired under Title II in educational programs that stress individualization, inquiry, and independent learning in elementary and secondary school subjects?

In many systems in this state, programs which encourage independent learning would have been impossible without the materials purchased with Title II funds. Collections of print and non-print have increased tremendously and this has been planned to provide a greater variety of materials for all types of learners and a better balance in the collection.

4. To what extent has Title II contributed to school programs of innovative curricular and instructional techniques, especially creative projects in the field of reading, through the provision of printed and audiovisual materials? Describe briefly representative programs which you would recommend for observation and evaluation.

Title II funds have provided a base for such programs as phase elective English, multi-typed reading programs in individual schools, and the development of an audiovisual program in connection with the elementary study of Kentucky history. These innovative programs were presented at a Workshop for Kentucky School Librarians last May in Lexington and I am enclosing a copy of the program. Any of the schools listed on the Friday night part of the program would be an excellent place for observation and evaluation. The reading program in Clark County is particularly interesting because the librarian and the classroom teachers have worked so closely to provide a varied approach to reading. Each elementary teacher uses a different reading series and approach and through testing they hope to establish the more effective ways of teaching reading to children. Much of the material being used was purchased with the aid of Title II.

5. In what ways has Title II supported special educational programs such as those for pupils in hospitals, correctional institutions, and schools for the mentally and physically handicapped; bilingual and early childhood education; instruction in the area of social problems, such as drug abuse and environmental/ecological education?

Unfortunately I have been unable to get definite information on the ways Title II has supported special educational programs. Efforts are being made at this time to collect this data and will certainly be available soon. The Kentucky School for the Deaf and School for the Blind participate actively in Title II and many collections have been made available to support courses of study in drug education and ecology. A drug bibliography presented in connection with the May Workshop referred to in the above question is enclosed for your consideration. The ability to concentrate a percentage of funds on building a particular part of a school media center's collection has been a valuable by-product of Title II.

6. What evidence have you of the impact of school library resources acquired under Title II in improving instructional programs for educationally and economically disadvantage children, especially those with major reading deficiencies?

In the responses to the questionnaires returned to Dr. Martin concerning the effectiveness of Title II, an almost universal comment was made that general testing in the county district has shown that reading ability has improved. Other comments which reflect on the impact of Title II school library resources on the reading program are:

"Special reading students can check out whole sets for use in their rooms."

"Reading for pleasure has greatly increased among the total student body."

"There is an increased interest in reading. More books are going home."

"The special reading teacher has a new supply of materials to use."

"In our county (Bath) the reading level has increased two grades for those with reading problems since Title II."

"Children with reading problems have a better selection."

"Materials purchased through Title II have given our economically deprived students a sense of accomplishment. They are able to find materials which allow them to compete and work with their classmates."

7. Were any revisions made in the State standards for school library resources during the last fiscal year or are any planned for the near future? What progress have the elementary and secondary schools of the State been able to make since 1965 in meeting the standards? How has the Title II program contributed to this progress?

The State Standards for School Library Resources are being revised at the present time and the final editing committee will meet on September 23, 1972. After that the revision will be presented to the proper authorities for adoption.

The progress in meeting state standards has been phenomenal in terms of where we were and where we are. A lot of this progress is due to the leadership provided by the Department of Education.

However, from the comments made on the survey, most school librarians stress that the greatest value of Title II has been in helping to raise the school libraries to the standards. Although improvements have been steady and the growth in audiovisual has been tremendous, a great deal of local effort will have to be provided in connection with the continuation of Title II if the new standards are to be achieved.

And it must be stressed again that one of the reasons that the Title II program has contributed so much to the progress of school libraries in Kentucky is the fact that the Title II Guidelines and State Plan for Kentucky were so carefully prepared and consistently followed!

SECTION 3—REPORT OF STATE SUPERVISORS OF INSTRUCTION

A. PARTICIPATION OF STATE SUPERVISORS OF INSTRUCTION IN TITLE II PROGRAM

(1) The Kentucky State Department of Education's general supervisors have reported a great many achievements resulting from expenditure of Title II funds such as:

a. Numbers of library books
b. Audiovisual and other media
c. Greater utilization of library materials
d. Improved environmental phase of the program
e. Improved staff morale and enthusiasm.

(2) Title II funds have made a major contribution to the drastic upgrading of the overall school program according to the observation of general and special supervisors.

a. Non-professional staff members have freed professionals to bring about more rapid change in implementation of instructional change.

b. The library has more nearly become a "learning center" due to availability of Title II funds.

(3) There is much evidence that subject area supervisors have been instrumental in encouraging the use of materials provided by Title II.

(a) Individualization of instruction has improved as a result of Title II programs printed and audiovisual materials.

(b) The eleven subject area supervisors visited approximately 1,100 elementary and secondary schools during the school year encouraging use of Title II material in supporting special programs.

(c) The Right to Read Program in Kentucky has been tremendously influenced by the Title II Program.

(d) The cooperation of local and state agencies is more evident since the advent of Title II.

(4) The use of materials provided under Title II has supported educational programs that stresses individualization, inquiry and independent learning in elementary and secondary schools of Kentucky.

a. The number of innovative school programs have shown an increase as a result of Title II funding.

b. A drastic change in philosophy of group to individual instruction.

c. Moving away from a philosophy of evaluation according to number of things to quality of instruction.

Mrs. EARLS. In closing, I would like to say that in this past fiscal year, 1972, I can give you some figures which I think are important, because it does deal with the total library program in the State of Kentucky.

In ESEA Title I, we have 333.5, librarians in the State who are employed under ESEA Title I. The total salary paid to these people amounted to $2 million. This includes their 1-month extended employment, plus their regular nine and a quarter months school term, so ESEA Title I is very directly involved with the librarians in the State of Kentucky, and especially at the elementary level. Also, a lot of libraries were constructed with Title I funds.

Under Title II in the 1972 projects, $1,287,968 was spent on books and related materials for school libraries, and under NDEA Title III, which supplied the audiovisual equipment and materials for enrichment in many areas of the curriculum, and which is funded on a 50-50 basis and which, of course, now seems to be completely dead, we spent almost $1 million. These three programs have been linked together so tightly to provide a comprehensive library program for Kentucky, that it is hard to speak to just one of them.

The only thing that I would like to say in closing is that all of the books and materials, all of the equipment and related things, and all of the staff and personnel that are involved with the library program in the schools of Kentucky, each and every person or each and every thing involved is only there for one person, and that is the student. The student who comes up and says I'm looking for something. It might be dogs or it might be drugs, but as a school librarian, I like to be able to help the students when they come to me. If Title II, if Title I and NDEA Title III are discontinued, I'm afraid I might not be able to have the materials available when they come.

Mr. MAZZOLI. Thank you very much, ma'am. That was very nicely presented testimony.

Miss Bedford, would you care to add a couple of words? We appreciate your patience. The Chairman tells me that you happen to be another one of the people he represents. That's amazing. He is either related to or represents everyone who has been in this room today.

STATEMENT OF LOUISE BEDFORD, LIBRARIAN AND PRESIDENT, KENTUCKY ASSOCIATION OF SCHOOL LIBRARIANS, MOUNT STERLING, MONTGOMERY COUNTY, KY.

Miss BEDFORD. He is our Congressman and we're very proud of him. I might say he is new to our district. You know, we were in the Sixth, and we are delighted with him. He suits us well.

Chairman PERKINS. Let me interrupt you at this point, Miss. Bedford, to state that you have considerable patience. You know, maybe you can assist me in removing some ill will that was left yesterday among some of our fine school superintendents. They all came to Morehead, Ky., yesterday to testify and then had to leave.

Miss. BEDFORD. For the record, my name is Louise Bedford, and I am a practicing librarian in the Mount Sterling city school system. Due to the time factor, you are all going to be delighted, I have no formal statement or no written report to make. I am here to represent the Kentucky Association of School Librarians.

As president of that organization I will be concerned with the problems and worries of approximately 1,200 school librarians. We felt it was important enough today that our organization should be represented here and at least say one little word in the hearing so you would know how much we care, and we do care.

There is not a school librarian in the State of Kentucky that has not benefited both with print and nonprint materials, as these ladies have told you. One statement—incidentally, I am preparing a written statement from our organization, and it will be at your subcommittee room sometime in the next 2 weeks. I will be mailing that.

Chairman PERKINS. Without objection, it will be inserted in the record at that time.

[The document referred to follows:]

STATEMENT OF KENTUCKY ASSOCIATION OF SCHOOL LIBRARIANS

The Kentucky Association of School Librarians, which represents 1200 school librarians or media people in the state, wishes to go on record as vehemently protesting proposed cuts in Title I and II of the Elementary and Secondary Education Act.

As practicing school media people, we have had ample opportunity to observe the many benefits that have accrued to the boys and girls of our state. In every school district in Kentucky there are both print and non-print materials on the shelves of the school media centers that would not be there without the helping hand of Title II. Title II funds have provided a base in many schools for innovative curricular and instructional techniques. Testing programs that have been carried out in various school systems show that the reading ability of our students has improved.

An effect of Title II that cannot be measured, but which is there all the same, is the improvement of the cultural level of our boys and girls. Many of our students, particularly in poverty areas, are being exposed to materials that are giving them new cultural experiences that will affect them through all their lives.

Our school media people have been accountable in every way with the funds they have received. All materials are plainly marked with Title II stamp. All materials have been cataloged and color band cards in the shelf list will allow any observer to determine immediately the holdings in any school media center that have been purchased with Title II funds. All of the cataloging and processing chores have been done by us at no extra cost to the federal government. We contend that this is one of the most economical federal programs ever devised and one that reaches its recipients quickly and directly.

In our state we have made a long fight to bring about and implement full media service to all schools. Without federal funds this would have been impossible. If funds are removed now, Kentucky boys and girls will be paying an unfair price.

Miss. BEDFORD. Thank you.

One thing I do want to say, and I have thought about this so many times, and I am just not going to feel right unless I say this one thing. It has become quite the fashion nowadays for some of our political figures to stand up and talk about cutting out this Federal program and that Federal program, and there are a lot of voters and taxpayers who sometimes are impressed by these things. They don't really stop to analyze what goes on behind the cutting.

I think that in this case we must say one word of defense for Title II. The reason that is often given for cutting Federal programs is the fact that so much of it goes in waste, and that the service or material never filters down to the particular class of people that it is supposed to help. This is one project that I think had very little redtape to it. Title II work was done by the school librarians of this State. We have never exceeded this small amount that was set aside for the administration of the fund, and all of the work, as these print and nonprint materials came out into the libraries was done by the librarian on duty there as a part of her regular duty. She was paid no extra salary for this, there was no fat or excess money surplused off to any school librarian because of this, and all of the money went for materials that went on the shelf where boys and girls could use them and where they were needed so badly.

There isn't a school library in our state that has not been able to add print and nonprint materials that we would never have had otherwise. We have worked so hard, we are just now getting our program up to the place where it's even a little bit of what it should be. If the rug is pulled out from under us now, it's a very bleak picture, indeed.

Thank you.

Mr. **Mazzoli**. That was well done, Miss Bedford. We appreciate that very terse but also very pertinent statement with respect to the library programs. I again can only speak from personal knowledge, and I have heard nothing but good things about the library program. There may be some of our colleagues who challenge it on the basis of waste or that it doesn't, in fact, help those for whom it is designed to help, but mostly everybody I have talked to in Washington seems to be very fervently in favor of these programs. So I think it is such wide spread support from all kinds of sectors, left to right, right to left, that I would doubt very much that there would be any lasting damage done to you and that this rug, in fact, will be pulled out from under you. I am inclined to believe that it will not happen, but certainly your kind of testimony today and that of your colleagues, to spread upon our record your personal experiences with this is very helpful to us when we defend these programs with our Committee, and then later on the floor of the House.

So we certainly want to thank you and, Miss Bedford, since it is my privilege to sit next to the Chairman today and a lot of days, I do hope that when you go back home to Mount Sterling you can tell those people down there that we tried our best and don't get mad at the Chairman, because then he might get mad at me, and it will be a very bad scene.

Miss. **Bedford**. I will do all the fence mending I can.

Mr. **Mazzoli**. Tell them to be very nice to this man so he will be nice to me, all right.

Chairman **Perkins**. Ron, I want to pay my respects to this distinguished panel. It would have really meant something if the whole Congress could have heard you testify.

You came here with something to tell the Committee, and you told us in concise language the results that you have received from these programs and how the people would be affected without these programs. You have made a great contribution to this hearing.

I thank all of you. Good luck to you.

Mr. MAZZOLI. Mr. Superintendent, would you care to join us.

We have the pleasure to have with us now the Superintendent of Public Instruction of the Commonwealth, the honorable Lyman Ginger and, Doctor, you are certainly welcome to our Committee. You are no stranger to the membership on the Committee and no stranger to the Chairman and myself, for having a long and distinguished career in public education in our Commonwealth, so we'd like to welcome you and you may proceed however you wish to proceed.

STATEMENT OF DR. LYMAN GINGER, KENTUCKY STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

Dr. GINGER. Thank you very much, Mr. Chairman and members of the panel. I am sorry that Congressman Brademas is not here. I have had a lot of correspondence with him about NIE, and while I am not discussing NIE this afternoon, we have a lot of things in common with that one. Last week I was in Florida, and I understood from some of the people in Fort Myers that the next thing they knew they'd be taxing fruit flies for education, and with the surplus in their budget I understand that Florida is in real good shape. So we are glad you can be here and see what it's like with some people who are not quite in that good shape when we talk about the need for Federal funding.

This afternoon I'd like to discuss with you not so much of the specific nature, but some broad principles that I think can help us in all of our programs that relate to education. In the first place, and I will try to put this in principle form so we will, at least a part of it, so that we'll be talking about the principles involved. In all of the states the responsibility for the organization and implementation and planning, coordination, and the like, resides with the agency designated usually as the State Education Agency. Because of this, I feel that in my experience in the state agency, that if we can establish the kind of principle that relates to our coordination a little better than we have in the past, and I will assume our share of responsibility for not doing it, for example, I must represent all of Kentucky. I must represent Knott county and McCracken County and Jefferson County equally. In doing this it becomes very imperative whether I am the one who is the state superintendent, or the man from Florida or from any other state, but it falls on us to bridge the gap between the differences that exist in one end of the state to the other, and this is not an easy chore.

We administer some 50 programs in the State Department of Education that relate to education. Now while it is categorical aid and it is fragmentized a very great deal, it is my feeling that if we do more of the coordination through the State Department, and not with a direct grant that goes to an applicant, that we may be able to coordinate with our needs a little bit better. I will not expand this, except to introduce it as an idea and a principle that the chief state school officers believe is very fundamental in their trying to get hold of the total package of federal funding.

Some of the states have more than 50 programs. It happens that we have 50, and there are programs in operation that the only responsibility we have is to sign off on an application once it has been approved. Naturally we are going to sign off on it, whether we like it or not. So for this reason, I am hoping that in our cooperation and working together with the federal Congress, that we can recognize that through the Congress we think we know what your intent is, and we believe that in most cases we know we want to carry out that intent, but sometimes it becomes very difficult to carry out the intent, and I will discuss this or can discuss it in a great deal more length, but I think the point is that the cooperation with that agency as a legal agency is one that can produce, in my opinion, and in our opinion, a much more effective operation.

The second principle, and this has been said before and I want to repeat it, early information about funding is extremely important to us, and early funding in order for us to plan is extremely important. Last week the State Department of Education, over my signature, sent letters to every superintendent telling them that we could not tell them at this time what the situation would be next year. We told them in that letter that by the last of April we would, with the best information we could get, inform them again what the status was at that point.

You see, we are faced with this kind of dilemma, and the kind of dilemma that we have is simply that since we do not know how much money we'll have for next fall. We do know that the President is holding up something like $5 million in this State on title I this year; we do know that he has held up the money for some other programs; we do know that most of our schools were advised last fall not to fund 100 percent, but to fund, rather, at an 85 percent level. Most of our superintendents did this, but a few did not, and those who did not and funded 100 percent——

Chairman PERKINS. Let me make this observation. Even before you came in as superintendent, Dr. Ginger, the President and the Bureau of the Budget had commenced to cut back the educational programs in Washington.

Dr. GINGER. Oh, I know that.

Chairman PERKINS. I want to say something in connection with your statement about timely funding.

Nothing could be more important to Kentucky than knowing where you are going well in advance so you can efficiently plan. We put a provision in the Elementary and Secondary Education Act to carry that out, to forward funds a year before. We got it in there for 1 year. Then the Appropriations Committee, over our objection, dropped that provision. We are having a devil of a time right now getting the student assistance program lifted out of the regular HEW appropriations so the students will know by September what is going to happen.

We have an authorization for 4 years in connection with the student assistance programs, but the students don't know. You would think it was an easy task for the Congress to appreciate these things, but it is a darn difficult task to educate Congressmen.

So we have those problems. That problem you mentioned, coupled with the cutbacks and the Bureau of the Budget wanting us to change our direction, still makes our intention more difficult to obtain.

I am hopeful to see the day when we can have these authorizations and appropriations well in advance, you people can work out your needs. It would certainly simplify our problems, but we just don't have that type of situation today.

Dr. GINGER. I understand that, and I also understand very well that most of the Congressmen with whom I have talked are completely in sympathy with this view, so I am simply getting this in the record as a position and the real difficulty we have when it doesn't happen. Again, I am not blaming someone—well, maybe I am someone, but I am not blaming the Congress for this not happening.

Chairman PERKINS. I just don't believe that people who really understand this issue will tolerate such a cutback I can appreciate these conditions existing, and I can well understand what you are talking about.

Dr. GINGER. The third basic principle I would like to mention, and make this as clear as I can possibly make it, I have had conferences with a number of superintendents. I have been in conferences with a number of superintendents in other States. We are firmly convinced that for the time being, and perhaps I don't know how many years, but for a long time to come, that categorical aid is the way of solving our real pressing problems. The pressing problems can be identified, and I want to talk about them briefly.

It is not new to you people, but if we could put together in a broader grouping, in the categorical aid, let's say, for compensatory education title I, and in that we could have it put together as a package, and let's just by way of illustration say for Kentucky $40 million, and in that a certain percentage would have to be used for books and materials statewide, with the State making the decision and the localities making the decision where the need was for books and materials. Another percentage that could be used for buildings and this kind of thing, because we have places in this State, and in most other Southern States, where they can qualify but have no buildings in which to carry on their programs. If this could be built together as a package instead of being a separate one with separate applications and separate considerations, we feel that this would help us in the implementation of the program.

Now we are talking about economically deprived children. We are talking about educationally deprived children. In the regulations and the tests that we are giving in our programs where we try to determine our needs assessment, they are very closely related. Since they are closely related, we'd like to see them tied together in such a way that in our operation we can say, all right, for the State of Kentucky we know we have this many million dollars for compensatory education. We may use a part of this for guidance and counseling services. Guidance and counseling is not innovative, even though it is in title III. Guidance and counseling is operative. That's the kind of program we can look at without question and say that if we have good elementary school counselors, we can help to identify the need and help to plan the program with supervisors and the like.

I feel the same way about special education needs, about kindergarten needs and about vocational educational needs in the field of compensatory education for the economically deprived boys and girls. Now these people, many of them, will never think of going to college, but they are thinking of something else for a livelihood and for the future. For that reason I feel that if we can somehow tie together and knot, and again I am not guestioning how you people feel about vocational education, but I can tell you that in most of the States if we are talking about putting people on the production line, that vocational education must be expanded, not cut back. Yet in some of the figures that I am seeing from the withholding and from the proposals that are coming, it appears that there may be.

Kentucky today needs 50 more vocational schools. We have applications, I do on my desk, for 28 more right now. If we had the money for funding and implementation, we could just about cover the thousands of boys and girls who want vocational educational programs. So in talking about compensatory education, I am not talking about just reading and mathematics, I am talking about compensatory education to serve the needs of the youth of this State, where it will compensate for their deficiency, and their deficiency is that they are not going to college. Their deficiency is that they have no money and have no motive for going to college, and their deficiency is that they will not be productive people unless something can happen.

A year ago at Mayo School I graduated 250 people, and 248 of them the day of graduation had jobs scattered all over this country. Not long ago Ashland graduated a large number and everyone in the crowd had a job somewhere. So I am talking about compensatory education on a broader base, and I would hope that when we look at this we can look at it in the way to help the kids who really need it.

Special education is another area. Almost every State has a great need in this field. Now who are the people who need it? They are the people who largely are economically deprived people.

Chairman PERKINS. Let me interrupt you again at that point, Doctor.

You know, we are only funding basic vocational education programs at about 30 percent of the authorization today. I perhaps spent as much time as anybody on the '63 Act, and when we amended it in '68, Al Quie and I took it before the full committee. I know the great need. I went before the House Committee on Appropriations recently and testified on three areas; vocational education, the compensatory education, the special education program under title I, and the student assistance. I stopped there because I wanted to concentrate on areas that I felt needed it the most. Vocational education has been a top priority with Ron Mazzoli and Carl Perkins. Our problem has always been with the Appropriations Committee in Washington.

Dr. GINGER. I understand that, and I wish somehow we could get them to understand that across this Nation these are two of the real pressing problems.

Chairman PERKINS. I know it. I'll take you before the Appropriations Committee with me next time I go.

Dr. **Ginger.** I'd love to go, because believe me, I know what's happening right here in Louisville and Jefferson County. Another eight to ten schools should be constructed. If they could and be operative, then many of the problems—this is not a panacea for everything, but we had that kind of program right here in Louisville in Jefferson County, there would be hundreds and hundreds of boys and girls become productive people.

Chairman **Perkins.** Well, it is the cheapest insurance against unemployment in the world.

Dr. **Ginger.** By far.

Mr. **Lehman.** Off the top of your head, in Kentucky of all the children qualified for assistance under title I, what portion of them do you think are actually getting title I assistance? In other words, of all the children that could qualify under title I, 2,000, or whatever the income, what portion are actually getting title I?

Dr. **Ginger.** Oh, I suspect 60 to 65 percent.

I am glad you raised that question, because let me point out one thing. I just raise it with you, because I think it is valid, maybe I am wrong. What difference does it make in school A if they have 15 kids who need it, why shouldn't we put a teacher there and let them have it; and over here we need 50, there are 50 kids, and maybe two or three teachers, why not let them have it. But you see, in looking at the general guidelines, and here I am not criticizing Congress, I don't mean that, but sometimes some people write guidelines who don't quite understand this distribution of population across our Nation. I wish we had it on such a base that we could say if you have the need, you have 100 percent eligibility for consideration, and if we can only fund at half level, the 50 percent level, we fund it at that level for every kid who needs it.

Mr. **Lehman.** We should fund it at 100 percent level for every kid, that's what we should do.

Dr. **Ginger.** If we could do that, this would be tremendous, with reading and math, and I would go far beyond reading and math, as I view it, for a liberally well educated person. There are plenty of kids in art and music, and it may be the most enriching thing that happens to them; some other kids where physical education and health services might just be the best thing that happened to them.

Mr. **Lehman.** I am not trying to compare apples and oranges, but I keep thinking the whole title I program per year is equivalent to one of those submarines.

Dr. **Ginger.** You are so right.

Mr. **Lehman.** I don't want to be putting down national defense, but sometimes I think title I is just as important as another submarine to add to the national defense.

Dr. **Ginger.** I am convinced that with some money there is the know how in this Nation to put together a package that in a generation can make a difference. It won't make it in a year, it won't make it in 3 years, it won't make it in 5 years, but believe me, a generation will make a difference. If we can take care of the needs of these kids wherever they are, in the inner city, Cleveland, Chicago, Louisville, I don't care where, or in Knott County or Montgomery County or McCracken County, and the needs basically are about the same, they are just different geographically.

Mr. Mazzoli. Doctor, you say it would take you a generation in order to cure the problem, and in the meantime we have to keep spending the money. How do you know interim progress? How can we perceive the progress as being made in the interim period?

Dr. Ginger. I think it can be done. Out of title V money this year we established an office of research and development. We are conducting now a needs assessment in four regions, 100 percent. A year from now we can tell you what they accomplished academically, comparing title I with non title I kids. I think we can be accountable if we have a little money with which to operate, but it is going to take some to operate that kind of a systematic testing evaluation system. Not that I think testing is the only answer, but I think that testing is one way to validate what we are doing.

Mr. Mazzoli. And we will use as the measure of achievement then, the standardized testing, which for every child 12 years old or 10 years old means that he or she ought to be at this point, that's basically how we will approach this problem?

Dr. Ginger. On a sampling basis, but not statewide. We have not done it comparing title I with nontitle I, but we have done it comparing one region with another to see where we rank nationally.

Mr. Mazzoli. What is the situation there? Is there anything being demonstrated by those?

Dr. Ginger. In every region except one, everyone but one, we are above or with the national norm in math, science and reading.

Mr. Mazzoli. How many regions in Kentucky?

Dr. Ginger. Five. Louisville was not one of them, but one of the regions we were anxious to check was a region that was up in the section of the mountains, Harlan and through there, and along with western Kentucky, northern Kentucky, in fact, I think we had two in the eastern part of the State, and we were more than gratified about what we found in the progress of these kids. But please remember the holding power and the dropouts, this is what is killing us.

Mr. Mazzoli. In other words, you can get a kid along a certain way, but unless you stay with him in a so-called followthrough approach, they are going to quickly lose what they gained and may be worse off.

Dr. Ginger. This is right, unless we stay with them until the problem is corrected. It may be emotional, it may be a reading technicality, it may be something else, but unless we can stay with them systematically, we aren't going to make the constructive growth we like.

Mr. Mazzoli. Dr. Ginger, do you make the correlation, is it a valid correlation between poverty or the presence of public assistance and an educational deprivation?

Dr. Ginger. It is a positive correlation.

Mr. Mazzoli. Thank you.

Dr. Ginger. Thank you people very much.

Chairman Perkins. Let me thank you, Mr. Superintendent. I have a few questions I would like to ask you.

I want to assure you that your pursuit for authorization of timely authorization makes a great difference to any school system anywhere in the whole country.

Under Title I, of the Elementary and Secondary Education Act, as presently proposed by the administration, there is no leeway at all to switch any funds to supportive services or anywhere else. In fact, they put some other provision in their proposal about how the money should be spent and on what program it shall be spent. This really narrows the area from the standpoint of flexibility.

Would you consider that good or bad?

Dr. GINGER. I would consider it very bad. I do not believe that every child in this nation needs the same thing at the same time. I think we should plan a program that takes care of these varying differences. I consider it very bad. I think that to not have more flexibility is really critical in an American society where flexibility is the order of the day.

Chairman PERKINS. With those additional requirements, there is no way to get around the regulations. Am I right?

Dr. GINGER. Right.

Chairman PERKINS. Now getting down to the supportive services, if you were administering the program, you would not transfer anything out of vocational education—even though you had the right to transfer 30 percent—would you?

Dr. GINGER. I can assure you that I would not. I'd transfer it in, if I had that right. No, sir, I would not transfer it out of vocational; I would not. I have a lot of reasons why, but I just would not.

Chairman PERKINS. And now under supportive services you have the school lunch program. We have been trying to improve that program. I know we have made some progress, but we are trying, too, to keep the middle class child from being priced out of the market. That was one reason we put a resolution through the Congress the other day authorizing about nine million dollars in commodities to be purchased at the local educational agency level.

Have you heard anything about that from the departments?

Dr. GINGER. I have heard that the request was made, but we have had no notification of its implementation, at least we had not the day before yesterday. I was not in the office yesterday, but I had not heard about it.

Chairman PERKINS. We did that because up until the present time the Department of Agriculture was able to purchase the commodities and make a proper distribution through the regional office at Atlanta and get it into the school districts. But unless we had gone directly with the money to the local school districts, we knew that it would not happen this year. They claimed the commodities were not available and they wanted more time. If we had given them more time, the school year would have been over and the programs would not have served its purpose.

If I interpreted your statement correctly, you said that you can't take remedial help away from a disadvantaged child because just as he starts to make gains because he will lose and gains made when the help is taken away. Now the so-called Quie bill would give money to school districts according to test scores. So, if a school helps a child to do well, it loses money for him, and in turn he will not have remedial assistance and will lose the gains.

Did I interpret your testimony correctly along that line?

Dr. GINGER. This is correct. In other words, I believe fundamentally that the best way to start is with the deprived child. Once you have established the fact that here is the area where depravation exists, if there are children there, then who are educationally retarded, they should be extended to them, so we are covering both the formula for the establishment and the application for the improvement of education.

Mr. MAZZOLI. Will the gentleman yield to me at this point?

Chairman PERKINS. Yes.

Mr. MAZZOLI. Dr. Ginger, let me pursue that question just one second.

Would it be your feeling that the ideal would be to mark a kid by population reasons, or what have you, as educationally deprived and follow him through grade school, high school? At what point do you think we could safely quit counting him in giving help by way of money to the local district for the compensatory assistance?

Dr. GINGER. Well, I would stop giving it the minute he had reached a point in his academic achievement, I don't care what formula you use to establish it, but when he has reached the point in academic achievement where he is up to the rest of the children. I would then move him out of that and no longer consider him in part of the computation.

Mr. MAZZOLI. Wouldn't the danger be in that, though, when the compensatory assistance leaves him, then could he not slide back and be in the condition that he was before?

Dr. GINGER. Then if he starts back, he should be put back in the compensatory education program.

Mr. MAZZOLI. I am sure that that could be done. I wonder if maybe it isn't important for us to be very cautious here about ever dropping a child and not to count him. In other words, when he is counted once, whether they count him at the first grade, preschool, third grade, at whatever point and for whatever combination of reasons he is counted, I wonder if it ought not to be something like we have in social services where a person comes off of welfare for a certain number of years, you retain them in a category of extra help, assistance, in this case, child day care services, because these have the tendency to backslide.

Dr. GINGER. I would retain him as far as an identification purpose, but I'd let him move into the level of academic accomplishment where he can perform. If he can perform at a certain level, fine; if he cannot, I would put him back where he can perform. It seems to me that performance is a measure. The identification, once he is identified, then this, really, for the purpose of keeping that in the record would probably be important.

Mr. MAZZOLI. Thank you, sir.

Chairman PERKINS. One further question, doctor.

Let me ask you a frank question as an outstanding school administrator and former school superintendent. Let's just assume that all these programs were consolidated and thrown in the lap of the State school superintendent—all the supportive services including the library title II of ESEA, title III of ESEA, the innovative and guidance and counseling, and the basic school lunch program. Do you feel that this should or should not be done because of the great pull at the State level and especially before these programs become well established? I believe in consolidation myself when it can be done and when we already know where we are going, but I just don't believe in trying to throw the responsibility to the States and without any additional appropriations, and possibly even less appropriations from the Federal level. That's a horse of a different color.

But now, under circumstances of that type, would you or would you not want those programs?

Dr. GINGER. Mr. Congressman, I wouldn't put all those programs together. I'd put this lunch program by itself with the guidelines that kept the lunch program in operation. I do not see that the same as title I. In other words, I would have the lunch program as a separate program with guidelines that helped us to operate it.

Chairman PERKINS. Under supportive services?

Dr. GINGER. Under supportive services, those which relate to title I, I'd like to see with title I.

Chairman PERKINS. No, it would not be with title I. You could throw more money into title I if you wanted to, but you could not take anything from title I under this proposal. But under supportive services you could take it from the lunchroom and give it to your own program, if you wanted to—Title V—or you could put it anywhere you wanted to, as it is proposed in the administration bill.

Dr. GINGER. I don't want it that way.

Chairman PERKINS. Well, that's what I am asking you. I knew that you didn't want it that way.

Mr. MAZZOLI. He is just trying to find the right combination of questions. He knew the answer.

Chairman PERKINS. Go ahead, Mr. Mazzoli.

Mr. MAZZOLI. I am fine.

Mr. LEHMAN. We enjoyed your visit.

Dr. GINGER. Thank you very much, and I appreciate the chance.

Chairman PERKINS. Let me thank you, doctor. I regretted to see you have to wait all day long, but I thought it may be enlightening for all of us, you listening to all the other people, that you may give us a little more wisdom.

Dr. GINGER. I have waited all day for things that are a lot less important.

Mr. MAZZOLI. We appreciate your patience. Thank you very much.

Chairman PERKINS. Thank you very much.

Mr. MAZZOLI. We have a panel of adult education, is that correct, according to my chart. Doctor, I guess you were down in Morehead. Do you have any information for us?

You ladies and gentlemen in the front row, are you adult education? Anybody who is with adult education come on up.

I have been supplied a listing of names, Mrs. Karen Trusty, who is with the Lexington-Fayette County, half ABE teacher and half bookmobile librarian. You sort of wear two hats. You are an ABE, which is adult basic education.

We have Pat Bell. Pat is the Louisville learning center coordinator at the Mary D. Hill School.

We have Mrs. Beatrice Armstrong, Jefferson County level 2 ABE teacher; and Mr. Charles Kerr, Tennessee State director of adult basic education, and Mr. James Porter, Lexington center, who has a masters of arts degree in adult education.

The lady here I guess is the only one I haven't called. You are?

Mrs. DAVIS. Mrs. William Davis from Lexington.

Mr. MAZZOLI. You are with Mr. Porter's group?

Mrs. DAVIS. Yes, sir.

Mr. MAZZOLI. We welcome you here to the committee. Pat was in attendance at Morehead with us. You have a pretty good idea of how we are organizing ourselves. If there is a spokesman, fine; if not, we will take them in sequence or some order and let you make your presentation, and then we can talk about it for awhile.

Mrs. Trusty, do you want to get started? If you think you could summarize your general statement, we will make it a part of the record.

[The statement referred to follows]:

STATEMENT OF KAREN HABERMAN TRUSTY

In the past years the Fayette County Adult Education and the Lexington Public Library programs have basically tried to improve and broaden the lives of the people in our community. Essentially, both agencies are providing sources of information with which the people can discover new possibilities for their lives. These two programs basically have the following similar goals:

1. To enable people to more effectively participate in their society and communicate with their peers and family.
2. To enable people to correct educational deficiencies which may be preventing them from fully participating or advancing their position in society.
3. To help the participants to widen their goals, enrich themselves, and raise their standards of thinking.

In the following discussion, I shall examine how each of these programs attempts to reach these goals and whether they are successful.

We will first look at the Lexington Public Library's federally funded program which actually consists of two main parts:

1. Two bookmobiles that serve disadvantaged neighborhoods in Lexington.
2. A reading motivation program for school children.

I have worked in this program for almost two years, during which time I have driven a bookmobile into many communities in Lexington. This bookmobile is planned to provide a more relaxed atmosphere than exists in most regular bookmobiles or school libraries. There are no fines for overdue books or SILENT signs on the walls. There is a preponderance of current paperbacks and magazines. The patrons are free to browse and talk. I have found that even teenage boys who have claimed that they hate to read begin to check out books if they are treated like human beings on the bookmobile. I have also set up several small reading motivation classes in homes in disadvantaged areas. In these classes the children play educational games, watch movies and filmstrips, listen to records or read books and magazines. The goals of both the bookmobiles and the reading motivation classes are to improve the participants reading skills, widen their general range of knowledge and develop a real interest in reading and the outside world.

The success of these library programs has been quite phenomenal. The number of books and magazines circulated has dramatically increased in the areas we have been able to reach with this program. Parents and teachers have reported that children are now reading in their spare time and generally seem more interested in school and the outside world. I have also noticed a considerable increase in reading amongst the parents of these children.

Let us now examine the adult education program in Fayette County which includes the following sub-programs:

1. English as a second language which helps foreign born residents improve their English and/or gain their citizenship.
2. In-Plant programs for employees who are seeking to improve their education or complete their high school diplomas.

3. Rural programs for people in rural communities who wish to improve their education, assist their children with their education or improve the use of their resources.

4. The urban program consisting of adult basic education classes help participants improve their education or gain their high school diplomas. These classes are held in *many* community agencies and areas throughout Lexington including churches, nursing homes, public schools and community centers.

For the past three years I have been involved in several of these community based programs. I have taught in several community centers such as the Salvation Army, the Public Library and Manchester Center. One of the most innovative programs that I have been involved in is the use of a converted bookmobile as a mobile classroom. This mobile unit not only functions as a classroom, but also as a mobile learning center. It contains a small library collection which includes a selection of novels, reference materials, and children's books. There is also some audio-visual equipment, such as films and reading machines which are usually used inside a nearby student's home. In addition, the mobile classroom has been used to hold homemaking demonstrations. Thus the mobile unit serves as more than just a room in which to teach. It is a library and a learning laboratory as well as a classroom.

The main purpose of the mobile classroom is to extend the outreach and improve the quality of adult education in Fayette County. In order to achieve this goal the mobile classroom is being used primarily to provide classes in certain areas that are relatively untouched by the regular adult education classes. These areas are basically the disadvantaged and low income communities for it is these hard core areas that utilize the regular classes least and yet need them most. The basic reason for this is that the people in these areas are usually emotionally and socially isolated from the larger community. They are emotionally dependent on their immediate community for most of their social contacts such as friends, relatives and church. They are also physically isolated for many do not know their way around Lexington. This emotional dependence and lack of mobility leads to a strong reluctance on the part of the lower income person to leave his protected environment and go into the new situation of an adult education class in a distant unfamiliar school. In addition, many of these people have previously felt defeated by school and they are reluctant to attend a formal school.

The bookmobile classroom, on the other hand, counteracts many of these blocks to education among the lower income adults. The bookmobile classroom brings the school right into the "disadvantaged" area. It provides a small personal classroom which can cater to small community groups. The above facts are proven by the response to the mobile classroom—for it is reaching adults who otherwise have not been attending classes elsewhere. For example, many rural migrants from Eastern Kentucky move to and settle in Lexington. Usually these people are not willing to leave their friends and family in order to attend an adult class, even if they know their way around Lexington well enough to find it. With the mobile unit, I can and have reached many of these people. Several of them have even said that they probably would not have started adult education if it had not been located right in their own community. Once I have reached this student, however, I try to help her break out of her small world so that she can begin to join the larger society. Sometimes this is accomplished by encouraging a woman to learn to drive; suggesting she attend other adult education, vocational, or college classes; counseling her to go to other community agencies in town; or just encouraging her to go on educational trips outside of her immediate community. Some of my students even joke about the fact that once a person attends adult education classes, she usually wants to get out of the house and do more with her life.

But adult education does not just expand the physical world of the students —it also expands her mental world. Actually, the real goal of adult education is to improve the student's self concept so that she can gain confidence in herself to become a functioning member of society.

Thus, adult education is really an ego building process whereby the participant develops her ego to the point where she has the strength to tackle new ideas and consider new possibilities for her life.

In order to accomplish this task, adult education uses an essentially new form of teaching and learning. There are several teaching methods and attitudes that help create an atmosphere in which this self growth can take place. First, the classes are small and relaxed with students free to smoke, talk, and ask questions. Second, all of the instruction is individualized. This allows the student to proceed at her own pace and to become sure of the material before she moves on to the next topic. Individualized instruction also eases the competition and tension amongst the students. The slower student does not feel inferior but rather satisfied that she is making progress. Third, there is very little separation between the students and the teacher; rather, there is a feeling of mutual respect. The teacher appreciates and values the lives and experiences of her students. The teacher is not seen as an authority figure but rather as an aide in the learning process. For example, my students call me by my first name and laugh at me when I make a mistake. I try to give positive criticism when I correct my students, rather than failing grades. Of course, I also try to help them find new directions and avenues for this achievement.

The atmosphere in the classroom, plus the increase in knowledge of possibilities, eventually combine to teach the student the real lesson of adult basic education—that each student is worth something and that she can learn and develop herself to her fullest potential. For example, when a student who all of her adult life has been frightened and threatened by fractions, finally works a fraction correctly she is amazed. She usually even explains: "You mean those things are that easy? I always thought they were impossible". Once this student sees that one "impossible" task is possible, all sorts of "impossibilities" begin to seem possible; such as getting a better job, going to a training school or even enrolling in college. Soon, she will be willing to consider many different alternatives for her life.

In order to demonstrate the building of confidence and the expanding of horizons in adult education students, I have interviewed one of my students whom I shall refer to as "L". "L" is a thirty year old mother of six children ranging from the ages of eight to fifteen. She is presently receiving public assistance under the Aid to Families of Dependent Children. She has been attending adult classes for approximately one year. This year she has had an adult education class in her home one night a week. "L" helped me recruit the ten students in the class and she is partially responsible for maintaining their attendance. In the following quotes from this interview "L" expresses her feelings about adult education. Although not all of my students have been this dramatically affected by adult education, I do think that "L's" broadening of her horizons and goals is reflected in almost all of my students:

"Adult education has given me a whole new outlook on life. I have found that school is not really all that hard and that I'm not as dumb as I thought. I wouldn't have stuck it out if these classes had been like regular school. I wouldn't go through that again for anything. When I was in school there were just too many other kids to compete with—I never opened my mouth even when I studied because I was afraid I would make a mistake. I just sat in school and felt stupid. The teacher—Well—she was just too busy. Besides, she always acted superior. In our classes I don't think of you as a teacher just as someone who can help. I don't feel like I'm competing with the other people in the class. I'm just learning on my own.

"I can understand more in the world today. Before I just read the funnies and Dear Abbey in the newspaper. Now I can read the whole paper, understand the words and even read the big numbers. Before I didn't talk about politics or world events. I just listened and felt left out. Now I feel able to communicate with society itself.

"As for welfare—I like it less now than before and I am more determined to get off it. I feel like I am sponging off the taxpayers and I feel guilty. Also, when I get my high school diploma I will be able to get a better job or maybe go into some further training.

"Before the classes I used to avoid people and stay in the house all the time. I felt like I wasn't well dressed and that everyone would look at me and that I just didn't fit in. Now I feel I can get a good education—I can hold my head up and I am going to be somebody in society—a taxpayer and a voter. My friends and family won't be ashamed of me for they already feel like I'm helping myself. I really feel like I am going somewhere—I know I am. Before it was just like—what's the use."

In summary, the above facts certainly warrant the continuation of these programs. In fact, I would like to see them broadened and expanded so that they could reach the many thousands of people who desperately need them. This expansion would necessitate having more community based programs similar to the adult education and public library programs in Lexington, Kentucky. With this broadened and increased outreach perhaps we could help the people in these communities to fulfill their potentials and become functioning and contributing members of society. If the programs are not continued at all many people would be left hanging—halfway between their old world—the world of failure and their new world—a world of new options. This would be disastrous for them and innthe long run—for our country.

STATEMENT OF MRS. KAREN TRUSTY, ABE TEACHER AND BOOKMOBILE LIBRARIAN, LEXINGTON, KY.

Mrs. TRUSTY. I am glad to be here. I have just given you a detailed analysis of the Federal programs of the Lexington Public Library and the Fayette County Adult Education Department. I am now going to briefly summarize and highlight these programs, and it will be brief, I hope.

Both of these programs have basically tried to improve the lives of the people in the communities through providing new sources of information with which people can discover new possibilities for their lives.

The Lexington Public Library's federally funded programs bring various library programs into the disadvantaged areas of Lexington. During the past 2 years I have driven a bookmobile into many of these areas.

Mr. MAZZOLI. You have personally driven?

Mrs. TRUSTY. Yes.

On this bookmobile I have tried to promote a different kind of atmosphere than exists in most bookmobiles or school libraries. There are no fines for overdue books, and there are no silence signs on the walls. There are no restrictions on talking or laughing or discussing things. There is an atmosphere where people can come in and browse and chat with one another. The atmosphere, perhaps more than anything else, has really promoted reading.

For example, if two teenage boys come on the bookmobile, the first thing they may say, especially if they are from a disadvantaged area, "I don't like to read," and "I'm not going to check out any books." My response is, "Well, come on in anyway. Maybe you can help me or just look around and talk with people." The funny thing is that after about 2 weeks, they start checking out books.

Mr. MAZZOLI. Mrs. Trusty, how come they come aboard if that's their initial attitude? How do you entice them in?

Mrs. TRUSTY. It's something to do.

Mr. MAZZOLI. Is it painted flashy?

Mrs. TRUSTY. Not really, but it should be.

Mr. MAZZOLI. Psychodelic colors or something?

Mrs. TRUSTY. Right.

Eventually they take out books. It is sort of hard to say exactly why, but I think one of the reasons is that they are not pressured to take them out. They don't feel judged as human beings as to whether or not they are going to take them out, and also, they are treated like human beings. This gives them a confidence to try to read and they don't feel embarassed that they are not reading, so they are willing to read. It is sort of a weird psychology.

The other thing that I have been involved in with the Lexington Public Library is the reading motivation program. I have set up several of these classes with 10 to 15 students, schoolchildren in different homes throughout disadvantaged areas. Again the atmosphere in these classes is relaxed. The kids can laugh, they can talk and kid around, but within this atmosphere we play educational games, see movies and filmstrips, listen to records, create our own plays or read books and magazines. Sometimes the kids don't even know that they are learning they are enjoying themselves so much, but I have proof that they are learning.

Parents and students and teachers have commented that children in these programs have increased their reading in their spare time, they have improved their schoolwork, and they have expressed more interest in the outside world.

Mr. **Mazzoli.** Have these programs been financed in a fashion that would jeopardize or would be jeopardized should these——

Mrs. **Trusty.** The library program is being cut completely. It was what Miss. Willis was talking about, the $100,000 coming through HEW that's being terminated completely.

Mr. **Mazzoli.** Just flat out.

Mrs. **Trusty.** Flat out, nothing.

Mr. **Lehman.** What is the book that they take out when they don't want to take out a book to read?

Mrs. **Trusty.** If they are boys, car magazines, and one of the things we try to do is have a lot of current materials of things that are of high interest, low-level reading materials, depending on what age level it is, a lot of horse books, for instance.

Mr. **Lehman.** I am an English teacher. I am just curious as to what teenagers are reading these days.

Mrs. **Trusty.** They like a lot of stuff on drugs and stories around drugs and hippies.

Mr. **Mazzoli.** How about "Jonathan Livingston Seagull"?

Mrs. **Trusty.** Not too many request it.

Mr. **Lehman.** When I was teaching in the high school I think the "Lord of the Flies" was the in book.

Mrs. **Trusty.** I haven't had any requests for that.

Mr. **Mazzoli.** How about "Catcher in the Rye"?

Mrs. **Trusty.** I have pushed it in terms of, you know, the kids that can read. The teenagers really like stories about their types of problems.

Mr. **Mazzoli.** That's very interesting, Mrs. Trusty. Has this been your own idea to make your bookmobile a little bit different?

Mrs. **Trusty.** I don't think I could do it any other way, and that it is necessary in these areas particularly.

Mr. **Mazzoli.** Were you the one that developed the program yourself, or was this program already in existence in Lexington?

Mrs. **Trusty.** It had been in existence for about a year before I came. It had been primarily focused toward the black community. I had done some work in the mountains of eastern Kentucky and the State and Federal directors felt it should be expanded. But the other bookmobile, which is slightly larger, has a similar type atmosphere, on the grounds that this is the way you can reach the kids. I do it partly because I like it, but I think it is the only way to motivate kids. You are not going to get to kids who are so turned off by a very formal atmosphere.

Mr. **Mazzoli.** How do you overcome the problem that seems to be extant now of the media, you know, the fact that kids are so used to watching things on television or seeing filmstrips or slides or sound and light shows of one sort or another, how do you get them to read a piece of paper? Sometimes there is not a picture in the whole book. How do you get the kids interested in reading?

Mrs. **Trusty.** Again I think it is a personal kind of thing. They get involved in the atmosphere of the bookmobile and it transfers, so that somehow the whole importance of the thing—the importance of themselves, and then of the books, transfers to them.

Mr. **Mazzoli.** Are you a believer in McLewen's theory that pretty soon you will not have any more written word, it is all going to be spoken on some media?

Mrs. **Trusty.** Oh, no. I might say no because I have been brought up in a very reading kind of atmosphere, so I depend on it. I find that kids who start to read, who haven't read before, really start enjoying it. I think it is a qualitatively different kind of experience.

Mr. **Mazzoli.** Thank you so much.

Mrs. **Trusty.** I am not finished, That's only one-half.

Mr. **Mazzoli.** I apologize.

Mrs. **Trusty.** The other program that I have been very involved in is the adult basic education program. For the last 3 years I have gone around and set up classes in several communities throughout Lexington. I have been teaching adult basic education, which is, basically reading, writing, and arithmetic, to anybody that wants to earn it. In some classes I teach people who don't know how to read at all; in other classes I teach people who want to learn about the newspaper—how to understand it its vocabulary and what's happening in politics. In other classes I teach people who want to gain the skills to pass the test to get their high school diploma.

I have taught in several community centers, such as the Salvation Army, the public library, and Manchester Center. One of the most innovative programs that I have been involved in is the use of a converted bookmobile as a mobile classroom. This mobile unit not only functions as a classroom, but also as a mobile learning center. It contains a small library collection which includes a selection of novels, reference materials, and children's books. There is also some audiovisual equipment aboard, including film projectors, filmstrips and reading machines. These are used in a nearby student's home. In addition, the mobile classroom has been used to hold homemaking demonstrations.

Thus, this mobile unit serves as more than just a room in which to teach. It is a library and a learning laboratory, as well as a classroom. The mobile classroom is being used primarily to provide classes in certain areas that are relatively untouched by the regular adult education classes. These areas are basically the disadvantaged and the low-income areas that utilize the regular adult education classes least, and yet need them most. The mobile classroom brings the school right into the disadvantaged area. It provides a small personal classroom which can cater to small community groups.

For example, many rural migrants from eastern Kentucky move to and settle in Lexington. Many of these people would not be willing to leave their friends and community and family in order to attend an adult education class, even if they knew where to find it. With the mobile unit, I can and have reached many of these people. Several of them have even told me that they would never have started adult education classes if they hadn't been brought right to their own community.

But the question is do we want to just leave the people with their small world and their own little tiny circle of friends, or do we want to try to help them break out so that they can join the larger society. Once I have gotten to know the people through these classes, and once I have established a rapport with them, I try to help them break out and be able to join the larger society. I may do this by encouraging a woman to learn to drive, or suggesting that she attend other adult education vocational or college classes. I may counsel her to go to other community agencies for different kinds of help. I may just encourage her to get out of the house, to go to different communities, to go to different towns and see different things. Some of my students even joke about the fact that once a person attends adult education classes they are never the same. That's it, and once they do that, they want to do more with their lives, they want to get out and see things and learn and become part of society.

But adult education does not just expand the physical world of the students, it also expands the mental world. Actually, the real goal of adult education is to improve the student's self-confidence so that she can gain confidence in herself to become a functioning member of society. Thus adult education is really an ego-building process, whereby the participant develops her ego to the point where she has the strength to tackle new ideas and consider new possibilities for her life.

All of the adult education teaching methods are geared to promoting an atmosphere where this self-growth can take place. The classes are relaxed and small. All of the instruction is individualized and the teacher is an aid in the learning process, rather than an authority figure. This atmosphere plus the increase in the knowledge of the student eventually combines to teach the student the real lesson of adult basic education; that each student is worth something and that she can learn and develop herself to her fullest potential.

For example, when a student who all of her adult life has been frightened and threatened by fractions finally works a fraction correctly, she is amazed. She might even say, and often does, "You mean those things are that easy? I don't believe that I worked that." Once this student sees that one impossible task is possible, all sorts of impossibilities begin to seem possible; such as getting a better job, moving out into society, going to a training school, or even enrolling in college. Soon she will be willing to consider many different alternatives for her life.

In summary, the above facts certainly warrant the continuation of these programs. In fact, I would like to see them broadened and expanded so that they could reach the many thousands of people who desparately need them. This expansion would necessitate having more community-based programs similar to the ones in Lexington.

With this broadened and increased outreach, perhaps we could help the people in these communities to fulfill their potential and become functioning and contributing members of society.

If the programs are not continued at all, if they are cut off right now, many people in them would be left hanging half way between their old world, the world of failure, and their new world, the world of new options. This would be disastrous for them and, in the long run, for our country.

Chairman Perkins. Thank you very much for an eloquent statement.

Mrs. Trusty. Thank you very much for the opportunity to appear here. I hope you are right that they will be continued.

Chairman Perkins. I personally feel that adult education needs special emphasis. We have just started doing a good job and we'll keep the categorical approach and, I hope, add more money and expand the program.

Mrs. Trusty. I have one question to ask you. Several of my students have asked me what they can do to help continue this program. They are very upset that it might be cut out.

Chairman Perkins. Just tell them that there is nothing in the budget, but that your representatives in the Congress are going to do their darndest.

Mr. Mazzoli. Mrs. Bell.

[Statement of Mrs. Bell follows:]

STATEMENT OF MRS. PATRICIA BELL, COORDINATOR, HILL ADULT LEARNING CENTER, LOUISVILLE, KY.

Mister Chairman, I am Patricia Bell, Coordinator, Hill Adult Learning Center, Louisville, Kentucky.

I would like to address myself to the Adult Education Act as I see it, as a teacher, in adult education. Hill Learning Center is open 12½ hours a day, Monday through Friday. During this time, people "drop in" to study at their conveneience. The only complaint I have is that we must close on Saturdays and Sundays. This is a time when many potential students could make use of our facilities. We have mothers and sons, husbands and wives, boyfriends and girlfriends coming in. We have young mothers and their babies, because this is the only way they can take advantage of the Center. These mothers volunteer their services to sit with other babies so others can study in relative quiet or we have students in our Center learning the techniques of child care who take care of the babies and small children. We provide consumer education by going through the local newspaper and shopping for bargains. We help with budgeting. We teach basic education, college prep, and preparing for the GED. We do whatever we can to help the student achieve his or her goal. If it were not for the flexibility of this center, many people would be denied the opportunity for job promotions, college entrance: opportunities that many of us take for granted. Despite the long hours at the Center there are people we are unable to reach because they simply cannot come, even if we were open on Saturday or Sunday. These people are the shut-ins.

I would like to talk about a special case—her name is Peggy. I've never met her, she is 39 years old, afraid of people, completely disabled, unmarried, no family, and she is alone now because her only friend died recently. Peggy came from a small town in Kentucky. She did not have an opportunity to finish school but somewhere along the way she gave herself a limited education. She managed to educate herself to a third or fourth grade level. When her social worker told me about her case, I was uncertain as to our course of action—she will not leave the apartment because she is a paraplegic, will answer the telephone but rarely calls out. Her social worker requested our help because this lady wants to learn. We talked and I proceed to work out a home study program so Peggy and I could communicate by telephone. I have not had the opportunity to meet Peggy but she is working on her home study program and progressing satisfactorily. How much better it would be if another ABE teacher or I could spend some time with her, IN PERSON. Face to face contact with an individual such as Peggy would improve her learning capabilities —when you feel someone cares about you, that you are not all alone, you can relax to some degree and learn more.

Sometimes students become ill and this illness necessitates a hospital stay. As soon as they have recovered sufficiently, and with their doctor's approval, they call the Center to make arrangements to get "hospital work", to help pass the time while helping them achieve their goal within the timetable they have set up. On one occasion it was necessary to visit with a student in the hospital because there was no family to pick up her study packet. We have young men, working two jobs just to keep their head above water; they are too tired to come to the Center because they are free only one or two days every other week and there is work to be done at home but they still want to improve themselves. Many times a vacation is used to get the initial start in the Center so they can work independently on weekends. These people would not have had these opportunities if it were not for adult education.

One young man, with two jobs and the need for a GED to enable him to enter the management field came in and told me how desperate he was to get that GED, RIGHT AWAY. He had taken the test in the Army but had not been able to pass all phases of the examination. I looked over his scores and we discussed the time he would need to study to pass the tests he missed. "That is too long," he said, "I'm willing to study day and night in my spare time between jobs." He did not feel he could give up his second job at this time because of pressing financial responsibilities. We came up with a home study program and he worked laboriously and went out for the GED retake but he still did not pass. He said he was not going to give up and asked to borrow an English book and a Math book. His employer informed him that the position would come up again in a few months. Several months passed and I heard nothing from him. Two weeks ago he walked into the center with his GED Certificate and his management badge and stressed that without help from the Center he could not have made it and that this was just the beginning. He was going to college! Before he applied, though, he wanted to study more English and Math so he could do well on the college entrance examinations.

Adults are not dropouts in the same sense that high-school age teenagers are —one of my responsibilities as an adult educator is to help individuals to develop the attitude that learning is a lifelong process and to acquire the skills of self-directed learning. I want my students to feel curious enough about people, ideas and things that they can carry on their own learning to achieve a positive self-identity through the development of their full potentialities.

Success in adult education is measured by the way the individuals feel when they come into the center and how they feel when they leave.

Not all of our students get a GED or go to college. Some want self improvement and self satisfaction, others just want to write their name.

Ray J. walked into the Center, said he had been sent from his job at University of Louisville where he was a janitor. The problem was that he could not write his name on the time sheet when he punched in at work and had to get someone else to do it. He also wanted to read. After two weeks of concentrated effort and considerable homework, Ray was surprised that his writing looked good. He went to work that night and signed in—the praise he received on the job made him a new man. He was no longer a "stupid freak"—he was no different from his co-workers and he had their respect. He still could not read well, in fact, hardly at all, but he could write his name and sign his paycheck with his name instead of an "x". He took a vacation, returned for a few more sessions in reading, then something happened in his family which made it necessary to leave town to help. We haven't heard from him but we know he will come back when there is a need. It is very important to remember in adult education that people come in to satisfy needs, to learn to read and write, to learn to count money, to learn to buy, and to be able to help their children in school. It is the need and the satisfaction that comes from satisfying that need that brings them back or gets them there in the first place.

In adult education, each person is a very important person, we know them by name, we know some of their problems, we help them get jobs and scholarships. We tell them about vocational education and they apply.

I am on call twenty four hours a day. Adult education is not just a job—it is a dedication to service. To send that hungry family to someone to get them some immediate help—this is what it's all about—helping.

One night a young man came into the center around eight o'clock and asked for $5.00 for a night's lodging. We not only found him a free night's lodging, he was also sent to a helping agency who gave him some money until he could get on his feet.

I would like to share more of the "hurt" and the "happy" of adult education by telling you about the people—all the people—whose lives have been positively changed—people who would never have an opportunity to realize they too have a chance to share some of the 'goodies' of this great country.

Here are some of the people who might never have had this educational opportunity had there not been and adult education program.

Mrs. L, age 35

Came to the program reading at about the second grade level. She wanted to get an eighth grade certificate and a job in a day nursery. When she had apparently reached her academic peak, she was referred to and accepted in a job training program for day care center personnel.

Mr. W, age 31

Got tired of being called "stupid" because he couldn't write his name. He is now able to print his name so he doesn't have to put an "x" where his name belongs. His attitude about who he is has been enhanced. He can only come to the center once a week but when he comes he brings in lots of homework.

Mr. R, age 40

Learned to read well enough to read the Bible.

Mr. A, age 40

Learned to count money and read signs. Now attempting to read the daily newspaper.

Mrs. L, age 38

Could only write her name and since becoming a patron of the center has learned to read well enough to read the newspaper. She now has a job and is studying at home via telephone. She will be back as soon as she gets used to her job.

Miss T, age 17

Has improved socially and academically in a short time. She is making more friends is proud of her success in homemaking.

Mrs. C, age 32

Very shy, is pleased that she has become more talkative and outgoing as a direct result of her adult education experience. She is currently working on the GED Certificate.

Mr. B, age 20

Learned to function better with other people and also improved his academic skills. He got a steady job as a result of his adult education experience, which included intensive job counseling.

Mr. J, age 26

Passed GED test and is now in Bible College.

H and G, brothers

Came into the center for GED. They did not get their GED. However, they did improve their academic skills one of the brothers went back to regular high school, the other went to the Job Corp Center.

G, age 17, and his sister, J, age 25

Attended Hill Center together. G. is now employed and his sister is in a job training program.

Y.

A high school graduate, came to the center to brush up on business English. Now employed by the Louisville Board of Education.

Miss R, age 40

She had a very low self-concept, always kept her eyes cast downward. She did not get her GED but she did leave us feeling better about herself. She felt she had more control over her own destiny. We still talk many hours on the telephone from my home. At the school she made many friends and this made her realize that she was not stupid even though she had had this fact drilled into her all her life.

Mrs. D, on Public Assistance

Attained the GED Certificate and is now assisting in a day care center, has had a college course in child care.

Mrs. C, on Public Assistance

High school graduate, divorced, came to the center to update her academic skills; now doing factory work and very happy being employed. She also did voluntary tutoring at the Center.

K, age 19, and M, 18, husband and wife

Had not attended the center very long when he got a job in another state, so we helped them find an Adult Education Center in that state.

Mrs. E

Formerly on Public Assistance, now working as a teacher aide in the public school system.

Mr. R, age 19

College student having trouble with English grammar—still in attendance at the Center.

Mr. A

A foreigner, came to the Center to learn a better command of the English language; other members of his family later attended.

Miss J, on Public Assistance

Attained GED Certificate and now in business college.

Miss A, age 18

A dropout from one of the better schools who needed a great deal of counseling—many home problems came into the Center, made friends, found out that people really do care and is now enrolled in beauty culture school and plans to pursue a college degree. She has also learned to cope with her family problems.

Miss V

Grateful because we prodded her into getting her GED Certificate. Because we helped her, she is now gainfully employed and removed from the Public Assistance rolls.

W, age 19

Began attending the Center after she failed her GED the first time. We helped her analyze her difficulties and become self directed. She is now in a job training program.

Miss M and Miss S, friends

Both on Public Assistance rolls and longtime friends. Both are now enrolled in the community college.

Miss B

A cosmetology student from Tuesday through Saturday, comes to the Center on Monday to study for the GED Certificate.

L, on Public Assistance

Did not get her GED Certificate but we were able to help prepare her for the job market. She is making $115 a week in her own business and encouraging other students to join her in the world of work.

R, age 58

Completed eight grade, attempted the GED Certificate and failed by only a few points and came to the Center feeling like a failure. Months later she was still working. Eleven months later she not only had her GED Certificate she was feeling good enough about herself and had enough faith in the future that she enrolled in the preparatory course of the community college. She writes us and tells us she owes it all to our caring.

Miss W, age 18

Advanced her prestige via her art ability. She is working on her GED Certificate so she can attend art school. She also accepted menial part-time employment to aid in achieving both goals.

Mr. A, age 16

Followed the racetrack circuit for two years. He was kicked out of school because of conduct. When he came into the center he could only print his name: now he can write his name. He intends to get the Eighth Grade Certificate and eventually a GED Certificate.

Miss D, age 18

Maintained a very hostile and negative attitude about school when she entered the adult education program. When she realized we cared her attitude made a slow but steady change; her academic work has greatly improved.

L. and H, husband and wife

H. completed second grade and L completed eighth grade. His boss told him to get to school or else. He and his wife came twice a week. They walked at least a mile to and from school each session. They will be back in the summer. L. and help him now, we have shown her how.

A, H, K and J, Family

The employment agency told H. about us and H. came; later, he brought in the rest of his family.

Mr. C, age 50, Retired

Because of bad heart, Mr. C. was forced to retire. Completed second grade and wanted to learn to read his prayer book to be able to more actively participate in the mass. His prayer book became one of his text books. He stayed at the school until a recent illness hospitalized him. Many days he would spend up to six hours in the Center. I have not yet had an opportunity to visit him.

Miss G, age 19

A young lady who hated the traditional secondary school setting is now attending adult education classes and doing very well. She wants to attend college and become an RN and because this type of education is being offered her (she feels comfortable, at ease, and is motivated for learning) I'm sure she will accomplish this task and make a fine nurse.

Mr. W, age 20

A very talented young man who sings and plays the guitar as well as being a well-known local band leader. He attends adult education classes because his profession makes it impossible for him to attend regular school. Because he is talented and so loves music he is extremely enthused about attending college and majoring in music. This type of educational program makes his goal possible and he is very elated.

Mrs. J, age 35

When she entered adult education classes she lacked self-confidence, enthusiasm and seemed to be very much on the defensive. This made it very difficult to communicate with her. As she realized we were concerned with helping her as a person, she began to pride herself in her work toward self improvement. After she had achieved a certain degree of self improvement and passed her GED, she seemed like a new person. Her self-confidence, enthusiasm soared, her whole attitude was noticeably improved.

Mrs. B, age 44

Mrs. B entered the program with very little self confidence, very little hope for self improvement. Since she was given the opportunity to learn, she has taken advantage of it and now her attitude toward herself and her job has improved significantly.

Mr. H.

A student in his sixties, attends adult education classes to learn to read for his personal pleasure. The fact that the opportunity is readily available is so incredible to him that he attends classes four nights a week.

Mrs. H, age 30

Because she has been attending adult education classes she has gotten a job and has been assured of a better job when she receives her GED Certificate. She can now afford a baby sitter, car fare and is in a good position to help herself because she has been given a chance to do so.

Ms. K, age 30

Mother of two children, is now working on retaking the literature section of her GED test. Her attitude has changed from one of self-dislike to a "now I'm going to college." Her friends have remarked about the change. She now helps her son with his school work and is helping her pre-school daughter with sounds and words. She is, as a result of this experience, able to make a positive impression on her children about the value of education and hopefully they will not become "dropouts." Her reading is no longer confined to "True Confessions" magazine. She now reads Chaucer, Shakespeare and even listens to opera.

Ms. N. on Public Assistance

Has conquered body odors, cares about how she looked; less hostile and her scored on the GED test improved. She has left the program to get a job.

T and L, mother and daughter

A team using the Center—mother is working on GED and the daughter is utilizing the college prep program.

Mr. V

In the beginning, he was very hostile and disruptive. He now works for the Board of Education in maintenance; he also feels he can just about afford to marry the mother of his child and that the world is no longer against him. He came to visit me and showed me his son and said he will be back but right now he needs a second job to make more money. His brother, A, is also a student at the center.

Mr. G, Retired

Mr. G. came to us for self improvement in math. He said, "I thought life was over for me since I retired, but here I am finding it very exciting and I want to thank this school." He took time upon himself to write to President Nixon about us, and the letter was sent to another agency who responded they had also heard about us. He wrote people all over the country and out of the country about Hill School. He designed our school symbol. He was amazed that he was accepted by the young students. He called our center the "Happy School" because he had never before seen such harmony between whites and blacks and young and old people.

Mr. R, age 23

Mr R was always in trouble served a short hitch in the service and came to our school shortly after it opened. He held his baby daughter on his lap while taking the placement test. He lived three houses away from the school in a rented room. He voluntarily acted as after hours school guard. He helped a young foreign doctor who was also a student, better understand the inner city dialect. Mr. R. felt successful because he was teaching a doctor English and the doctor felt we were serving his purpose because it was real communication in the use of English idioms. Mr. R still doesn't have a GED but he is happy being a laborer and he has moved to a better apartment and a better neighborhood.

Mrs. E, age 18

Mrs. E was from the Philippines came to the center with her mother-in-law. The only English words she knew were quite undesirable. Her husband was in the service and did not have enough time to teach her English so he sent her to his parents in the States. She came to Center very shy because she did not know anyone but her in-laws in the United States and even then there was a communication problem. At the Center about six students made her feel at home and she learned to be more comfortable. She is now on an Army post with her husband.

Miss M

Miss M. went to the sixth grade but because of an illness in the second or third grade she lost about three months of school when she returned to school she felt too shy to ask questions so she just got farther and farther behind. She did not feel comfortable trying to help her second grade son so she decided to enroll in adult education classes. She has been in the Center about a year and is just about ready for an eighth grade certificate. Her husband and son are very proud of her.

Mr. R and Mr. R, brothers

These brothers came into the adult education program after a very negative school experience. Both had juvenile records and emotional problems—at first their attendance was irregular and one of the later told me he just wanted to beat up everybody at the school but decided to give us a chance. We found out that one of the brothers was interested in tinkering with things and so we asked him to check out all the teaching machines. He became interested in this and math and began to study. The other brother would do cleaning chores for the school. Neither of these boys got their GED but they visit us at the Center everytime they obtain leave—one is now in the Army and the other one is in the Marines.

Mrs. L, age 22

Mrs. L was taking a course in math and reading and when she found out she had cancer. She felt like talking about the operation and her fears about it and her doctors' comments. Her big concern was her two children because her husband was in prison. She was concerned about continuing in school so she could go into nurses' aid training as soon as she had recovered. About four months later she had recovered from the operation, completed the nurses' aid training program and was working in a hospital. A few months later, her husband was released but he treated her so badly she applied for a divorce. The day the divorce was final he came on her job and shot her to death. It was a very sad day at the Center.

Mrs. R, age 32

Mrs. R was the mother of four children. She was working on her GED Certificate, dropped dead at her home. We were saddened by this event. The students got together and sent a box of groceries to her family.

The Adult Homemaking drop in center for adults (there are five in Kentucky) have been designed to assist homemakers in an atmosphere where they are at home and free to discuss their problems. They can come in at a time that is convenient for them to work on what they are interested in. Few inner city adult see the need to take classes in money management, consumer education and child care. Therefore, they are encouraged to come and work on more obvious skills, such as sewing, cooking and upholstery. While in the center, they learn about consumer education, etc., through bulletin boards, outside speakers, movies, film-strips, programmed instruction quizzes and casual conversation directed to these areas by teacher and paraprofessional. Home visits are made when necessary and students are taken to store for help in good shopping techniques.

Miss B. brought her 8 month old baby to the center with diarrhea. The teachers explained the possible serious consequences of dehydration and advised the mother to take the baby to the hospital. She was kept in the hospital for several weeks due to malnutrition. Since then we have kept in touch with mother and baby and encouraged her to take the baby in for check ups.

Miss J., 17, a high school drop out, has been in several residences for juvenile offenders. Because she couldn't fit into any other program, she was assigned to the Adult Learning & Homemaking Center. She is very excited about making her own clothing. As she has very little money of her own, work has been provided for her to earn money for her own fabric she has also been encouraged to improve her personal appearance and hygiene.

To encourage good nutrition, one low cost meal is prepared each week, with students participating in preparation. Many students have come back and told us that they tried low cost recipes which we distribute.

Mrs. G. who is 18 and pregnant, has asked questions about several "Old wives tales" which she believes to be true. We have discussed them with her and suggested materials that would dispell these fears.

Mrs. J. a very spry 73 year old, came to us two years ago to learn to sew. She now makes most of her own clothing as well as that for her grandchildren.

Mrs. B. a WIN student came regularly for several months. During that time she collected many low cost recipes, made an entire new wardrobe, learned about nutrition and child care for her 3 year old. She is now in training to be a nurses aide and well on her way to being a useful productive self supporting citizen.

Mrs. D. said she was going to buy a 1964 model car for $1200. We talked with her about the value of a car that old and she decided against the purchase. (Later we had a mechanic to come and speak).

Mrs. S. came in with a contract she had signed two years ago for furniture. When we figured the interest we found that she was paying 34% interest nothing could be done about this contract but we did pass on information about this stores sales practices and interest rates. We advise students the stores where they are likely to get fair treatment and the ones where they are not.

Mrs. H. age 25 who is illiterate and has two young children is being taught how to shop for groceries and buy the right kinds of foods.

Miss L., age 18 has a young daughter. After several discussions about good nutrition she decided to use less sugar and more fruits and vegetables in her daughter's diet.

Mrs. S. learned to make pattern alterations and is now supplementing her income by sewing for others.

Many, many women who have fitting problems have been to the center to learn to sew. They now can make clothing to fit where they couldn't when they bought clothing before. For instance Mrs. S. whose arthritic legs are so severly bowed that she cannot find anything to fit has made clothing for herself.

We visited Miss P. to make a minor repair on her sewing machine and found that she and her young son were living with her brothers and sisters and her mother who was hopelessly insane. The learning lab teacher made the necessary contacts to get this very bright girl college aid. She is now finishing her first year.

STATEMENT OF PATRICIA BELL, COORDINATOR, HILL ADULT LEARNING CENTER, LOUISVILLE, KY.

Mrs. Bell. Mr. Chairman, I would just like to talk about, I guess, some of the hurt and happy in adult education. I'd like to talk about the people whose lives have been changed because of adult education.

The center I work in is open 12 hours a day, Monday through Friday, and I guess one of the big complaints I would have is we ought to be open on Saturday and Sunday. There are lots of people who can't take advantage of our center. We have husbands and wives; we have mothers and sons; we have mothers with small babies who come in our center, some of them volunteering their services to be baby sitters for other mothers so that they can study. We have mothers who, for the first time, are able to help their children in school because they are ahead of them now. They can help them with their homework which they couldn't do before.

We had a young man who walked in our center about 6 months ago who couldn't write his name. In about 6 weeks he had learned to write his name, and he came to us and told us how happy he was because he was no longer an outcast or a silly kind of a person because he couldn't write his name on the job. So now, you know, he doesn't come to the center at this point in time, because right now he can write his name, he can sign his paycheck, so that doesn't make him too different.

I think one of the important things in adult education is that we satisfy needs. Adult needs are not necessarily those of children, in that if they need to learn to read and write, they are doing that right now. This is something that's important at this moment. At a later point they come back. Sometimes they just need mathematics to get a promotion on their job. We have this to happen. We had a young man who had finished the sixth grade who needed an eighth-grade education to get a job promotion. He came to our center and studied, and then he passed the eighth-grade equivalency test. He now has the promotion. That was a year ago.

We had another young man who came into the center, who could not even print his name, he was 31 years old, and he felt very unhappy about that, because all he was-was an "X", he still can't write his name, but he can print it.

We have had students who sort of dropped out from some of our better schools who, for one reason or another, family problems, etc., couldn't cope with things. They have come into the center for G.E.D. preparation and college prep., and we have been able to get them scholarships and they are in college now.

We have retired people who come in because they just did not know what to do with their time. One man who is retired who is part of our center said he thought life was just about over for him, and he said it was a happy school, the first time he had ever been someplace where he didn't feel he was too old. He said he didn't feel a generation gap and he didn't feel a racial gap.

I think that's the remarkable thing about our school, is that there is no problem with the age and the generation gap, there is no problem with the racial situation. People kind of accept each other. They are getting, I guess you'd say, a very nice broadening experience in our school, because we provide for them not only a chance to learn the academic skills, but also some socializing skills, and I think this is very important for the adult student. It is also important for the adult educator to realize that as the adult student learns to feel that they have some self-direction; some knowledge of where they can go; some idea of the alternatives that will help them to get from wherever they are to wherever they want to go, and that they are becoming full citizens things begin to happen. They begin to realize they, too, have an opportunity to enjoy some of the goodies of our society.

Mr. MAZZOLI. Pat, where are these people coming from? Where would a man who is 31 years old, how would he have been able to slip through the cracks and not been able to print his name? Would he have come from a foreign country?

Mrs. BELL. He was an American. I don't know what happened.

Mr. MAZZOLI. How many people do you have down there generally?

Mrs. BELL. We have had over a thousand people to come in. At this point now we have 355 active people.

Mr. MAZZOLI. All doing different things?

Mrs. BELL. All doing different things.

Mr. MAZZOLI. Some for promotions, some for self-fulfillment, some for the challenge of it?

Mrs. BELL. Yes, and college preparation.

Mr. **Mazzoli.** You have to pattern yourself depending on your client. There is no way that you have a set program?

Mrs. **Bell.** Absolutely not. For example, Spaulding College will send us students who can't pass their entrance test; these students will do remedial work at our school. The employment agencies will send us people who can't pass their placement tests.

Mr. **Mazzoli.** A person comes in and says, "Mrs. Bell, I need to get promoted and to be promoted I have to have an eighth-grade equivalency". That tells you what this person needs.

Mrs. **Bell.** Right.

Mr. **Mazzoli.** If a guy wanders in, I don't know, "Maybe, I don't need you or maybe I do," how do you find out?

Mrs. **Bell.** We just sit down and talk. We talk about nothing in particular. We ask him who he is and we talk about things in general, what does he think, what has he done before, what is he interested in. Then we try to take his hobbies, his present interests, something that he thinks he'd like to do. We try to put all of these kinds of things together and come up with some idea and some direction for him. At some point in time when he might say that that's the wrong direction, then we shift gears immediately to wherever he thinks he might want to go at that point, so that whatever happens at the center, it is student directed. We simply know the alternatives or we know those agencies that can provide these alternatives, but without our center, without people coming in initially to find out what we are all about, a lot of them wouldn't be directed into these other agencies and into the mainstream of the community.

Mr. **Mazzoli.** I guess your youngest client would have to be something older than 16 or 17, and your oldest would be what?

Mrs. **Bell.** The oldest we have is 70.

Mr. **Mazzoli.** What is he or she doing?

Mrs. **Bell.** He is retired; he is an avid writer, and he has written to President Nixon about us.

Mr. **Mazzoli.** Good.

Mr. **Lehman.** I also like adult education centers because there are no such things as bad ones. The reason none of them are bad is because if they are bad, the adults don't come, they disappear. So it is a self-cleansing, self-purifying operation. There is no such thing as a bad adult-education teacher, because if there is a bad teacher, the people don't show up.

Mrs. **Bell.** It is not a kind of a job that you are just going to be on 40 hours a week. They might call you at home some time.

Mr. **Lehman.** There is no generation gap, and there is no racial gap; there is also no good and bad gap among the students. The kids in our high school programs in Dade County who are troublemakers, after 6 months can apply to adult vocational training. They go there and they aren't troublemakers any more. Somehow or another the attitude of the adult vocational training centers, by treating people as individuals and giving them the kind of recognition they need, are doing something that we seem to be sometimes doing wrong in the secondary level.

Mrs. **Bell.** You know, I have found one kind of a introductory method is that when a student walks in, if he is 16, 17, 18 or 72, he is Mister or Miss or Mrs. immediately.

Mr. Lehman. Between the time we expel a kid from high school and this belligerent attitude he gets, and I am sure he takes part of it to the adult vocational thing, something happens to him there and he doesn't have these kinds of confrontations.

Mrs. Bell. I think by that point if he has his hostilities they begin to lessen—I had a young man who said he wanted to beat up everybody when he came into the center, but he decided not to do that. It took about 6 months before he really cooperated with us. Now he's in the Marines, of all places to be, and very happy.

Thank you very much.

Chairman Perkins. I am really impressed with this panel.

Mr. Mazzoli. Mr. Porter, you and your colleague could go together, perhaps.

STATEMENT BY JAMES L. PORTER, COORDINATOR, ADULT LEARNING CENTER, LEXINGTON, KY.

Mr. Porter. I am a learning center coordinator at Lexington, and since Pat's comments and mine are pretty similar, I'd like to go.

Mr. Mazzoli. Without objection, the prepared statement will be made a part of this record.

[The statement referred to follows:]

Statement of James L. Porter, Coordinator, Adult Learning Center, Lexington, Ky.

Question 1. Did the Adult Education Act do any good? (Did it make a difference to human beings?)

The United States Census shows a surprisingly large portion of adults in the Commonwealth of Kentucky that have not completed high school. According to these figures, 61.5% of adults twenty-five years old or older have not completed the twelfth grade or its equivalent. Without at least the educational background required to gain this level of educational competency, the adult encounters a multitude of day to day complexities with less than an even chance.

Recognizing the educational needs of our adult citizens, the federal government provided the initial legislation for Adult Basic Education through Title IIb of the Economic Security Act of 1964. In 1966 additional legislation, the Adult Basic Education Act, Title III, brought the Adult Education responsibility to the Department of Health, Education, and Welfare. In 1966 the State of Kentucky, through the State Department of Education, Bureau of Vocational Education, Division of Adult Education, established a full time program to work with Adult Basic Education. In mid-1970 the Fayette County Public School System, in cooperation with the Division of Adult Education, State Department, opened the Adult Learning Center in Lexington, Kentucky.

The primary goal of the Learning Center is to provide basic individualized learning experiences in a wide range of need and interest areas for the adults of Fayette County.

A major objective of the center is to provide the educational experience in order that the adult may earn the High School Equivalency Certificate (G.E.D.). This certificate is equal to a traditional high school diploma, and, by Kentucky statute, it must be honored for purposes of public employment. The federal, state, and local governments have recognized the G.E.D. for several years. A study of entrance requirements at every institution of higher learning in Kentucky revealed that all institutions that replied to the questionaire accepted the G.E.D. Three institutions did not reply.

A second objective of the Learning Center is to improve the basic educational level of an adult student so that he may enter the labor force. For those already in the labor force, the center has an objective of providing sufficient basic education experience to enable the student to retain his present job, gain a promotion, or change to a better job.

A third objective of the center is to provide basic education opportunities to the adults of the community that will enable them to meet their personal educational needs and goals.

The concept that the Fayette County Learning Center employs to meet its educational goals and objectives is an individually prescribed programmed instruction approach. The program is open to any adult who is sixteen years of age or older and out of school. The center is open approximately fourteen hours a day, five days aweek. A student may enter and exit in the program at any point.

Up to this point I have tried to set up a frame of reference describing why and how the program I work with has evolved. It is through the experiences of working with adults at the center that I can testify to the question, "Has the Adult Education Act done any good?"

In the short time that I had to assemble and prepare data that was needed for this presentation, I conducted a survey of a random sample of the one hundred seventy-three G.E.D. graduates that completed their work at the center. The results of the survey are listed below:

Question: How has the basic education work that you completed at the Learning Center been of value to you?

CATEGORY I (UNEMPLOYED WHEN ENTERING THE ADULT LEARNING CENTER)

1. Linda—female, 18, white—Able to enter Licensed Practical Nursing School. She will graduate in the summer of 1973.
2. Wendell—male, 20, black, Vietnam veteran—Has a job and attends Business College full time.
3. Cynthia and Melanie—sisters, 19 and 21, white—both are now employed as a result of G.E.D. Cynthia started at $200.00 a week.
4. Don—male, 34, white—Went into police work and he is now the Chief of Security at a local university.
5. Brenda—female, 19, white—Completed business school and now works full time in accounting.
6. Minnie—female, 25, black, head of household—Completing Licensed Practical Nursing School by the summer of 1973.
7. Sue—female, 33, white—Completing her RN training with honors.
8. Mike—male, 18, white—Fulfilled his lifetime dream of working for the newspaper.
9. Faunetta—female, 29, black, head of household—Completing Vocational School by the first of August.

CATEGORY II (EMPLOYED WHEN ENTERING THE ADULT LEARNING CENTER)

1. Wilma—female, 38, white, was employed part time—Completing nursing training and has a job in nursing waiting when she graduates.
2. John—male, 57, black, was self-employed as a masonry contractor—G.E.D. enabled him to earn his real estate license and helps him in his business.
3. Ken—male, 28, white—By completing the G.E.D. he was able to retain his job.
4. Juanita—female, 38, white, head of household—Completing work at Lexington Technical Institute.
5. David—male, 44, white, was self-employed as a plumber—As a result of G.E.D. plus opportunity he is now a State Plumbing Inspector.

A portion of the student population at the center has basic education goals other than immediate G.E.D. completion. A survey was conducted among the participants in this group using random selection. The results are listed below:

CATEGORY III (OTHER THAN IMMEDIATE G.E.D.)

1. Martha—female, 35, black, head of household—Received enough basic education to enable her to pass the requirements for beautician's school.
2. Bobby—male, 35, white—Learned reading and math skills so that his small business will be more efficient.
3. Elfredo—male, 42, Italian—Improving his skills in English to be more efficient in his work.
4. Helen—female, 42, Australian—Learning American history for her own benefit.

5. Ali—male, 22, Iranian—Learning English to help him when he enters the university.

6. Chi—male, 37, Chinese, Doctor of Medicine—Learning English so he can communicate more efficiently with his students at the university.

7. Melo—female, 25, Israeli—Completed her basic education and entered a Bible college.

8. Ken—male, 57, white—Completed his education for self-satisfaction.

As a result of the educational opportunities provided by the Fayette County School System, the Division of Adult Education and the federal government, many lives have been affected and changed in the Lexington-Fayette County area.

Recognizing the many benefits that Adult Education has made to the adults of our community, the Fayette County Board of Education has taken steps to establish a larger and improved facility for Adult Education use. Through continued cooperation on the local, state, and national levels, many more adults of our community will have the opportunity to fulfill their individual educational needs.

Question 2. Should the Adult Education Act be continued as it is? (Can you think of needed changes?)

In order to provide the opportunity for adults to meet their basic education needs and objectives, the present system should not only be continued but expanded.

If one were to be idealistic about expenditures involved in this program, consider the concept of investment.

In my humble opinion, the expenditures on Adult Education have been an investment in our single greatest resource—mankind.

When this investment in mankind is evaluated, what are the criteria to be used? Are the criteria ones that measure the humanistic values that have been furthered? I respectfully suggest that you be reminded of the accomplishments of several of the before-mentioned students if these are the criteria to be used.

Might the criteria be to measure the accomplishments in terms of dollars and cents. If one were to consider the federal, state, and local taxes paid by G.E.D. graduates, he would have some food for thought.

The latest data on earnings for high school graduates over twenty-five years old show that the average income is $8,750.00 a year. The Internal Revenue Service reports that the federal tax on this amount for a family of three persons is $850.00.

If one were to multiply the $850.00 by the 173 G.E.D. graduates one would find that their total tax effort would be $147,050.00. This is more than six times the expenditure required to operate the Learning Center for one year.

In summary, I believe that Adult Education is an investment in mankind and therefore the present Adult Education Act should not only be continued but extended.

TRANSYLVANIA UNIVERSITY,
Lexington, Ky., March 23, 1973.

Mr. JAMES PORTER
Coordinator,
Adult Learning Center,
Lexington, Ky.

DEAR JIM: Knowledge; What is it? Who needs it? Who wants it? This was my position when I quit school.

As years passed, I found myself searching for position, and there was none to be had.

A folder was brought home by my young son and it told of a "Learning Center", and how to obtain an education.

Now, when I speak of knowledge, pride, value, job, and position, I speak of the "Learning Center", and things I might have been without it.

Sincerely,

D. R. SHIELDS,
Director, Safety and Security.

Mr. MAZZOLI. Proceed.

Mr. PORTER. I have been with the Learning Center in Lexington since its inception 2½ years ago. We find there are a great number of people in the State of Kentucky 25 years old or older, haven't graduated from high school. The 1970 census shows that 61 percent have not completed. Six out of 10 of our citizens in this great State haven't had a chance to finish high school, so I think right there you see a great big need for adult education in our State of Kentucky.

Mr. LEHMAN. Some of them who can finish school can't read and write in our State. That's the problem.

Mr. PORTER. Without at least an educational background to maintain or gain this 12th grade competency, these people have just so many doors shut to them. They have a multitude of day-to-day complexities, but they don't have a prayer, they don't have a chance.

I won't go into all the technical data on our center's goals and aims and how we operate, but just let me share with you some information I found day before yesterday. Just before coming down here I took a survey by telephone, or face-to-face, and I asked this question of some of our graudates. "How has the basic education work that you completed at the learning center been of value to you".

These are people that are employed—all graduates. We have had 170 graduates up to this point.

Mr. MAZZOLI. Graduation is 12th grade equivalency?

Mr. PORTER. Right, GED. By State statute in this State you have the opportunity to work in any public employment. Employers cannot refuse you employment.

We also took a survey of all the universities and colleges in the State of Kentucky. Morehead State did this for us, and they found of all the universities and colleges in the State, only three didn't reply to the questionnaire, and all the ones that replied accepted GED graduates.

Mr. MAZZOLI. In Freshmen classes?

Mr. PORTER. Right.

Linda, female, 18 years old, white; able to enter licensed practical nursing school. She will graduate this summer.

Wendell, male, 20, black, Vietnam veteran; has a part-time job and is in business college full-time.

Cynthia and Melanie, sisters, 19 and 21, white; now employed.

Don, male, 34, white; now is chief of security at a university.

Brenda, female, white; completed business college and works full-time in accounting.

Mr. LEHMAN. Mr. Chairman, without objection can we just include this?

Mr. MAZZOLI. Are you summarizing?

Mr. PORTER. Right. You can see now, people given an opportunity can perform.

I had another category, employed when entering the adult center. You can see there before you that there is a minimum of five people, different age, grades, status, all have benefited by having GED in employment status. They have either gained a job, a better job, or they have transferred to something else.

Then we have a portion of our population that haven't completed GED. As Pat said, some of them don't need GED, they are learning to read or write. You can see some of the opportunities they have taken here.

Elfredo, 42 years old, Italian; improving his skills in English.

Ali, male, 22, Iranian; learning English to help him to do better in college when he enters this summer.

Melo, 25, Israeli girl; completed her basic education.

Chi, male, 37, Chinese, doctor of medicine; learning English so he can communicate more efficiently with his students.

As a result of the educational opportunities provided by the Fayette County School System and the Division of Adult Education, many lives have been affected and changed in the Lexington-Fayette County area.

I want to address myself to question No. 2, "Should the Adult Education Act be continued as is, can I think of changes."

In order to provide the opportunity for adults to meet their basic education needs and objectives, the present system should not only be continued, but expanded. In my humble opinion, expenditures on adult education have been an investment in our single greatest vital resources, and that is of mankind.

When this investment in mankind is evaluated, what are the criteria to be used? Are the criteria ones that measure the humanistic values that have been furthered. I respectfully submit to you, to be reminded of the accomplishments of the several aforementioned students. These are some of the humanistic things we have accomplished.

Or might the criteria be used to measure the accomplishments in terms of dollars and cents. It seems that everyone seems to understand this. If one would consider the Federal, State and local taxes paid by GED graduates, you might have some food for thought. The latest data on earnings for high school graduates over 25 years old showed the average income is $8,750. I called the IRS yesterday afternoon. They told me the tax on this for a family of three is $850. If you were to multiply the number of graduates I have had, 173, by the $850, you'd now find you would have $147,050 in new tax money.

Mr. MAZZOLI. So you would say, then, on that basis that it is economically a good thing.

Mr. PORTER. Yes, sir. This $147,050 is more than 6 times the expenditure it takes to operate our little center. Now this is only for a year. After this is compounded year after year, I think you can see right off it's very economically sound, as I tried to suggest. We are not costing the Federal Government anything by us working in adult education; you are just providing an investment which we, in turn, turn back many, many times your investment.

Mr. MAZZOLI. For some of the skeptics, you have the economic data to assure them there is a good benefit cost ratio, and then for the other persons who are supporters of the program, you also then have the wonderful benefits——

Mr. PORTER. Right sir, the humanistic values. We all know that these are the ones that are most important, but so many people think in terms of dollars and cents, and I think this can most readily be seen, sort of like the GI bill.

Mr. MAZZOLI. Because really you benefit a person far beyond the economic benefit to the community, or even to his own pocket, because I am sure each of you has people in mind right now that without your help would have really been one of the derelicts on the scrap heap of society, but you gave them some kind of self worth and some better view of themselves, some self esteem that they didn't have before you began with them.

Mr. PORTER. Right.

In closing let me just share with you a letter one of my students brought by late yesterday afternoon.

"Dear Jim; Knowledge, what is it? Who needs it? Who wants it? This was my position when I quit school.

"As years passed, I found myself searching for position, and there was none to be had.

"A folder was brought home by my young son and it told of a 'learning center' and how to obtain an education.

"Now when I speak of knowledge, pride, value, job and position, I speak of the "Learning Center" and things I might have been without it.

"Sincerely, Don Shields, Director, Safety and Security, Transylvania University."

Thank you.

Mr. MAZZOLI. Thank you, Mr. Porter.

Mrs. Armstrong, and since we are still practicing male chauvinism, we will have her first, and then you.

Mrs. Armstrong, you are from Jefferson County and an ABE teacher, right?

Mrs. ARMSTRONG. Right

Mr. MAZZOLI. Perhaps you can summarize something.

STATEMENT OF BEATRICE ARMSTRONG, TEACHER OF REMEDIAL READING, DURRETT HIGH SCHOOL, JEFFERSON COUNTY, LOUISVILLE, KY.

Mrs. ARMSTRONG. I am a teacher of remedial reading and my testimony has already been handed in.

Mr. MAZZOLI. That will be made a part of the record without objection.

[The statement referred to follows:]

STATEMENT OF BEATRICE ARMSTRONG, TEACHER FOR THE JEFFERSON COUNTY SCHOOL SYSTEM, LOUISVILLE, KY.

Mr. Chairman, members of the General Education Subcommittee for Education, and others, I am Beatrice Armstrong, teacher of Remedial Reading at Durrett High School in Jefferson County, Louisville, Kentucky, and I would like to present to you my convictions concerning the merits of Adult Education and just what it has meant to the citizens in our community.

I am currently teaching Remedial Reading in the Junior High Department of Durrett High School and teach Adult Basic Education, Level II, two nights each week. I have been in Adult Education for nine years in Jefferson County.

I have taught school forty-three years, beginning at seventeen years of age in Todd County, Kentucky as a high school graduate; doing all my college work (with the exception of one term) by correspondence, summer terms, evening and Saturday classes; getting my Master's Degree in 1968. "I can't, I quit, or I give up" are words that cannot be in any successful person's vocabulary.

I am not trying to give you my history but I do feel that having worked with literally thousands of people from first grade through the eighth grade, including six years in rural schools, nine years in Special Education of the EMR students, I feel that I am in a position to say that my nine years in Adult Education have been the most rewarding because of the progress I have seen in the individual himself, in his work advancement, and in his mode of living in general.

I have worked in Levels I and II (that is from the illiterate through sixth grade level), working with the under-privileged, both economically as well as educationally, and some from the $35,000 home category. Keeping the people in school is the main problem and the program must be interesting to keep them there. At break time, a great deal of sharing goes on and different types of people learn to socialize.

When students get shifted to a night job and cannot attend, many have kept up by telephoning me for assignments, or answers to questions, until they could get back in class. I definitely think the Adult Education Act has done much toward the betterment of many human beings, and should be continued on the same basis as it is now operating.

Many success stories have come my way in the nine years at the two high school centers in which I have worked, as well as from the DuPont Plant center. I would like to share some of these stories with you to show some proof that the Adult Education Act has probably changed the lives of as great a percentage of human beings involved as many other Federal programs.

In my classes many adults have become readers of the newspapers by starting first with the little Weekly Readers published for lower elementary schools, learned to use the library and some have obtained library cards from the public library; and, others have become active P.T.A. members with enough courage to attend Open House and Parent-Teacher Conferences voluntarily to discuss the progress of their children.

A fifty year old Negro man, father of ten children, came in as a non-reader, and was barely able to write his name. After 4 or 4½ years of hard work, of self-promotion (saying "May I try to work with that group?"), came in to share with the class his joy of success—when he had been to Bowling Green to enter his daughter as a freshman at Western University. He said, "I just *read* those statements that the parent had to sign, giving permission for this and that, and signed on the dotted line. Man, you don't know how good that made me feel."

We try to establish an awareness of the many programs and agencies that are available to our people. We try to obtain brochures for anything that they may need for themselves or their friends.

A lady who was a student of Adult Education several years ago accepted the fact that two of her eight children would be better prepared for life by entering Special Education classes. She has been one of the main promoters of the Special Education Parent Group at Durrett High School. One daughter was graduated from the pre-vocational class in special education with a regular high school diploma and a job in the school cafeteria. The son will be graduated this year with training in horticulture and will have a job obtained through the Rehabilitation Program. She also learned of available facilities by which she could receive help for a third boy with a cleft palate. He is now in the regular seventh grade with very few problems, other than speech.

A forty year old white man calls himself our "veteran" and praises Adult Education to all the newcomers because it has made him aware of many facets of living. He received information about interest, both charged and received, bank loans compared to finance loans, writing checks and preparing bank deposit slips, keeping records, and consumer education in general. He was at Durrett High when I came seven years ago. He was writing his name mostly in block letters. He was working as a carpenter's helper at the University of Louisville. He saw a chance for advancement and really went to work! He now writes beautifully and has a nice signature. He writes and signs his own checks, writes work orders, material orders, notes to the administrative staff, etc., since he is now a maintenance foreman at the University of Louisville. He came in for a private conference when he got the offer for promotion because he needed someone to tell him he was capable of doing it. Last year he bought a new Grand Prix car and paid cash for it—after borrowing money from the bank for thirty days until he could get his own money out of his savings account.

A middle-aged man entered class this year with a fourth grade reading level. He had a chance to be promoted from a lead man to a foreman in the American Air Filter Company where he had worked for some time. After attending classes for three months, he had the confidence he needed to accept the promotion and is doing a good job.

A seventeen year old sophomore had dropped out of school because he could not do all the required work and had lost interest. He needed to work full-time to support himself. He is now enrolled in Adult Education at the fifth and sixth grade level and is working diligently to get up to the GED level and to obtain a high school equivalency certificate.

A twenty-eight year stock boy had been promoted to a produce manager in an IGA Super Market. He could not figure the percent of mark up in order to price his produce. While in the process of a promotion, he came to Adult Education for that purpose only. He quickly reached his goal in mathematics and improved his second grade reading level a great deal.

An ADC recipient came to Durrett with determination to get off the welfare rolls. This young lady took the placement test and went into the GED level for approximately six months. She then obtained a position with the Jefferson County Board of Education in data processing and is being trained in that field.

A nineteen year old girl made such a good score on her GED test that she entered college.

One young lady, age 32, did likewise and went into nurses training.

A third lady became an aide in the Jefferson County Learning Laboratory.

In the nine years I have been teacher in Adult Education, I have had five ministers in my class. One minister had trouble reading the obituaries in the funerals he conducted in his country church area. One minister is in class now trying to learn to read well enough to pass the necessary tests to become an *ordained* minister. Another minister has a good job at the Brown and Williamson Tobacco Corporation, but is in class now to become a better reader and to improve his mathematics in order to efficiently run his newly purchased farm.

We share these stories in class, letting the new students know we have all been at the bottom rung of the ladder, but that there is plenty of room at the top—more room on the second rung than the first, even more on the third and on up.

The ***Class for the Deaf*** and the ***English as a Second Language*** classes are near my classroom. These classes help to make my students and myself aware of how fortunate we are. These two classes alone are proof that the Adult Education Act should be continued. For the proof is that many people in our program come to Jefferson County from the surrounding rural areas.

We do not feel that the Adult Education program will receive the share it so richly deserves, if all funds are placed in Revenue Sharing.

Mrs. ARMSTRONG. I teach two nights a week, having the advantage of my day class reading material for ABE. I haven't always had that, but I do now. I teach at a junior high level daytime, and I find that very well fits in with the people at night.

I have worked with a lot of different people for a long, long time, and I am bound to say that my 9 years in adult education has been the most rewarding work that I have done out of the 43 years, because you can see the advancement of each individual, you can see the change in his modes of living, how it affects his family, how he has gotten a better job, his job advancement, and that sort of thing, in each person.

As Mrs. Bell said, they come when they have a need. Now I had a gentleman in this year that had been right in the county all the time. He got a chance for promotion. He had been ashamed to come before. His children had graduated from this particular high school, and he was ashamed to come and say, I am reading on, he didn't know what level. It was the fourth-grade level. He was a leadman for American Air Filter Co. Now he is a foreman in less than 3 months. He had the chance of promotion, but he didn't know whether to take it or not. That has happened over and over. I could give you success stories by the—I almost said thousands—but by the dozens and dozens.

I work with the underprivileged, yes, educationally and economically, but I have also worked with a lot of people who live in $35,000, $40,000 houses. Those are the hardest ones to get in. They are the ones who are hardest to reach, I think, hardest to reach, because they don't want people to know how low they are in reading.

There are just a few stories I will almost have to share with you, but before that, keeping our people in attendance is our problem. They come in after 8 hours work, they are tired, the children have to go this place, that place, and the other place, and it is hard to keep them in school. So I, and the other teachers with whom I work, now try to make it as interesting as possible, and try to meet the needs of each student as they come.

Breaktime—we try to utilize as well. With three or four different classes, we just open the doors, let everybody come in, they socialize, they tell about Model T days, and the younger people's eyes get all big. They can't imagine that I learned to drive a T Model and drove a truck, and all those sorts of things, and they enjoy hearing about it.

The students are shifted from day to evening shifts and they have to change, so I am like Mrs. Bell, I am on the telephone half the time. I don't mind; I don't get paid for that, but this is beside the point. If we can keep them interested and keep them in the program, that's the point.

One success story that I must tell you is the Negro man, 50 years old, father of 10 children, who could barely write his name when he came into the program. He was trying to better himself and trying to do a better job of making a living, and so forth, and he did. He had a great desire to promote himself, and he did. I would be teaching one group, he'd be over in our group saying, "Let me try that", and I would, et cetera. So he took his daughter to register as a freshman at Bowling Green, Western State University, and came back just beaming that night. I said, "What in the world has happened?" He said, "I went down there and I just read those applications and those things they handed me to give my permission for my daughter to do this and my daughter to do that". He said, "I just read those things and I signed my name on the dotted line, and, man, you don't know how good that made me feel."

So I think that's one of the best ones that we have actually had. There are dozens of them, but they are quoted in there.

Mr. **Mazzoli.** Mrs. Armstrong, do you really have to go out and hunt up your students, or do they present themselves?

Mrs. **Armstrong.** They present themselves. I say put, but one person may tell me of someone that needs adult education. Then I will call him up, and most of my people have been men.

I have had quite a few women, but the majority of them have been men that were working for better jobs.

Mr. **Mazzoli.** The program sells itself pretty well?

Mrs. **Armstrong.** Right. They sell it to one another. But, as I said, if they give me a name, I will call them up and invite them in, just to come and sit with us and see what we do. If you like it, OK; if you don't, no harm done.

Mr. MAZZOLI. Is yours mostly teaching reading, writing, and ciphering?

Mrs. ARMSTRONG. Right. I have taught level I, that's the level where we have to start with the writing of their names, and so forth, and I have one gentleman now who calls himself my veteran. He was there 7 years ago when I went to Durrett, and he is still there. He is still working in level II, but he has come a long way, because he couldn't write his name when he was first there and he was working as a carpenter helper down at the University of Louisville. He got promoted little by little as he got a little more confidence in himself, and what have you.

We do a lot of writing checks, making deposit slips, learning about interest, comparing bank loans with finance company loans, that sort of thing. This fellow, every time we get new people in, he tells them about how he learned to write checks. He loves that idea that he learned to write and sign his own checks, and how he learned to do this and that and the other, and what you can learn if you'll just stick to it. He says, "I have been here 6, 7 years. I don't know how how long I have been here, but anyway, I am still here."

About 3 years ago he came in for a private conference, came real early one night, and he said, "I have a chance to be maintenance foreman at the University of Louisville, should I take it?" I said, "Well, if you take it there is no way to go but down, and you can always do that, why not try it." He said, "Well, nobody else wants me to. My family thinks I'll be making a dummy of myself," and I said, "I have made a dummy of myself many times, because I started teaching school at 17 years of age without any college work, and," I said, "they know that, and all this. I have been on the bottom rung of the ladder; now you are there. Let's go to the top." He has been in it 3 years. He writes his statements, he leaves them on the desk of the president without any inhibitions whatsoever. There are a lot of things he doesn't know yet, but he is not afraid. If he misspells it, he knows that it will be overlooked. Last year he bought a new Grand Prix and paid cash for it. He had to wait 30 days——

Mr. MAZZOLI. Quite a money man.

Mrs. ARMSTRONG [continuing]. He had to wait 30 days for his own money to get it out of the savings, so he borrowed, had a bank loan for 30 days. He shared all of that with us. Those are the kinds of success stories we have. They tell their own success stories.

Mr. MAZZOLI. You would say, Mrs. Armstrong, that it would be a mistake, in your opinion, to tamper with adult basic education and try to put it into some other framework where it would have to fit with other categories of education?

Mrs. ARMSTRONG. I definitely do. I think that in my 9 years working with adult education, I have seen more people helped, and I have worked in it and a lot of other programs. I have seen more people actually helped than in any other program that I have ever worked.

Mr. MAZZOLI. Do you think adult basic can stand and fight for itself against other programs?

Mrs. ARMSTRONG. I am afraid it hasn't been sold that strongly.

Mr. MAZZOLI. It is still in its infancy and would need some support, then, right?

Mrs. ARMSTRONG. I think it needs to be in its own category, definitely.

Mr. MAZZOLI. Mr. Chairman.

Chairman PERKINS. I have really been impressed with the entire panel. You are doing a good job and I want to compliment all of you.

Mr. MAZZOLI. Thank you, Mrs. Armstrong.

Chairman PERKINS. I feel the same way you do, and that's keeping adult education in a category of its own.

Mr. MAZZOLI. Mr. Kerr.

[Mr. Kerr's statement follows:]

STATEMENT OF CHARLES F. KERR, COORDINATOR OF ADULT EDUCATION, TENNESSEE STATE DEPARTMENT OF EDUCATION, NASHVILLE, TENN.

SHOULD THE ADULT EDUCATION ACT BE CONTINUED?

SUGGESTED CHANGES FOR IMPROVEMENT

The Adult Education Act should be continued for at least a five year period. The states and the nation are now geared up to make marvelous advances for the many millions of adults who have not finished High School. In our state of a population of four million, there are approximately 2,128,000 adults over 25 years of age. Fifty-eight (58%) percent, or 1,240,000 have not completed High School. In addition there are approximately 148,000 between the ages of 16 and 24 years of age who have not completed High School. The potential for Adult Basic Education is 1,388,000. This far exceeds the total number of students who are now enrolled in the K–12 program of public schools plus all of the students enrolled in the State universities, four-year colleges, community colleges and vocational area schools.

The allocation of funds or grants to the states should be based upon an equitable formula which is based upon the educational level of adults in each state as compared to the educational level of the United States. The present formula is satisfactory provided the annual appropriation is sufficient that would guarantee a state from receiving less funds than it received during the prior year, provided the appropriation is increased or remains the same.

The program of instruction should be extended from Grades 1–8 through the completion of High School. This was provided in the Amendment by Congress on April 13, 1970, but due to conflicting and controversial language, the U. S. Office of Education never provided adequate guidelines for states to amend State Plans. The hang-up was around whether Adult Basic Education priorities in Grades 1–8 had been met in a geographical area. This is absolutely impossible. There is not a community in the United States which can guarantee that all adults have attained the completion of the eighth grade. Whenever a student enrolls in the Adult Education class, he should be able to continue until he has completed High School.

The Act probably should include a provision for State Advisory Committees with compensation for expenses for its members.

An adequate appropriation for the operation of the President's Advisory Committee on Adult Education should be provided. This Committee has provided excellent leadership and provided valuable information not only to the President and Congress, but also to the states and local communities.

During the five years of the present Act, the pond of illiteracy and low educational attainment has been sufficiently stirred to cast out small ripples which are reaching the leaders in education, government, and the citizens of our State. Major break-throughs are visible and evident.

It will take at least five more years of federal, state, and local effort to maintain and increase the momentum sufficient to win the battle of illiteracy.

What do you think would happen to Adult Education if it is consolidated into the broader categories under Special Education Revenue Sharing?

The great impact of the national leadership and national goals would be destroyed. Sometimes we overlook the importance of national leadership and national goals. Let me explain what is meant by this statement. During the Sixties, the Federal Government became aware of the poverty and illiteracy in our nation. Legislation was enacted. Recognizing that poverty and illiteracy are closely related, the ESEA program was created. Tennessee has received approximately 35 million dollars annually for Title I program based upon the number of children who are classified as disadvantaged because of the poverty levels of their families. The allocation was based upon the 1960 Census.

The Coordinator of this program in Tennessee has just received information that if the allocation was based upon the 1970 Census that Tennessee would receive approximately 16 million dollars less money than it has been receiving. This indicates to me that the goals and purposes of the United States Congress have been more than adequately met and that outstanding achievements have been accomplished.

The lifetime of our public school program in Tennessee is 50 or more years. Each year budgets are fought for and finally approved. Competition for funds is tremendous. Budgets are never adequate. Proposed for this year is 294 million for the K–12 program. The lifetime of Adult Education is approximately 5 years. This is the number of years during which a concentrated effort has been made to offer drop-outs an opportunity to renew their educational process. It is doubtful if Adult Education could adequately compete with the K–12 program at this particular time because of the infancy and immaturity of the Adult Education program.

It is strongly urged that Categorical Aid be continued for at least five more years. The administration's budgets include many programs which are defined as Categorical Aid. This one should also be recognized.

EDUCATION AND INCOME

Based upon the data concerning *Education and Income* published by U.S. Department of Labor, Bureau of Labor Statistics, as applied to the number of Adult Basic Education students who completed a High School diploma requirements in 1971, the following estimate is submitted:

1,195 received G.E.D. diploma.

Annual average income of high school graduate is	$8, 832
Annual average income of 1–3 years of high school is	7, 662
Difference	1, 260
The number who completed Adult Basic Education and then completed requirements for G.E.D. dipolma is	1, 195
Amount of increased earnings one year after completion of high school diploma requirements are	1, 505, 700
The complete budget for Adult Basic Education in Tennessee was only	1, 595, 000

EDUCATION
AN INVESTMENT IN PEOPLE

Social and economic progress are related to education. The potential skills and understanding of people are developed by education, so that they may be more efficient producers and more appreciative consumers and better able to use and value political and economic freedom. These are the essentials of an expanding, competitive economy under representative government.

This nation's educational attainment has advanced most significantly in the last century and even more sharply since 1940. Better education and training will be the keys to increased productivity required to improve the standards of living of the nation's rising population.

There is convincing evidence that taxes used to support certain public enterprises can result in a return of capital many times over. Public investments in farming, health, and vocational rehabilitation provide excellent examples of the wisdom of investing in people, but the returns of all types are probably largest from the money spent on public elementary, secondary and higher education.

About 15 years ago economists at Massachusetts Institute of Technology began to examine the basic assumption that capital investment in material things was the primary source of the increase in the national income. Their study was based on decades of carefully compiled statistics on economic investment and economic growth. Changes in the size of the work force, together with changes in the volume of physical capital, factories, machinery, rolling stock, power generators, and the like, were discovered to account for only about 15 percent of the growth of production in the United States. This left a huge 85 percent of the growth unexplained by traditional investment theory. [1]

The University of Chicago, at about the same time, was conducting a parallel study on the relationship between household incomes and the level of education which revealed an invariable correspondence between higher education and higher income. [2]

When the two studies were put together, it was apparent that education and a rising national income were directly linked.

This country's dynamic, growing economy can be comprehended only when one takes into account the investment of this nation in human capital. Stated more simply, the investment made in educating the labor force of the nation has contributed substantially to the growth of the economy. The effect of education upon income, retail sales, and unemployment bear this out.

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[1] "The Grand Investment," *Kaiser Aluminum News*, XXV No. 1, 1967.

[2] *Ibid.*

Education and Income

A positive correlation exists between a person's level of education and his earning power, as shown in Chart A.

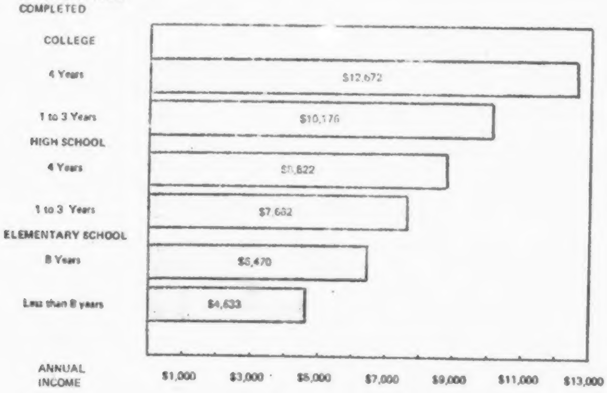

CHART A: MEDIAN YEARLY INCOME OF MALES 25 YEARS OLD AND OVER BY YEARS OF SCHOOL COMPLETED, MARCH 1968

Source: Reference No. 16

Each year invested in schooling can be associated with a growing monetary return. For example, men who had completed high school but had not attended college received 15.4 percent less salary on the average than those who had from one to three years of college training. This return tends to grow progressively as the higher educational levels are reached. According to Chart A, each year of college was worth slightly more than 5.1 percent in increased income to the high school graduate. Furthermore, the statistics show that graduation at any level generally yields a bonus amounting to about twice the percentage of increase realized by the average man who starts a given type of school but does not finish. [3]

Good education strengthens the entire economy by enabling the individual to earn more money and thus have greater buying power.

Education and Retail Sales

A significant correlation exists between the level of sales in a community and the educational level of its inhabitants. Cities with the highest educational level also have the highest average per capita retail sales. See Chart B.

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[3] U. S. Department of Labor, Bureau of Labor Statistics. *Handbook of Labor Statistics, 1969.* Washington, D. C.: U. S. Government Printing Office, 1969.

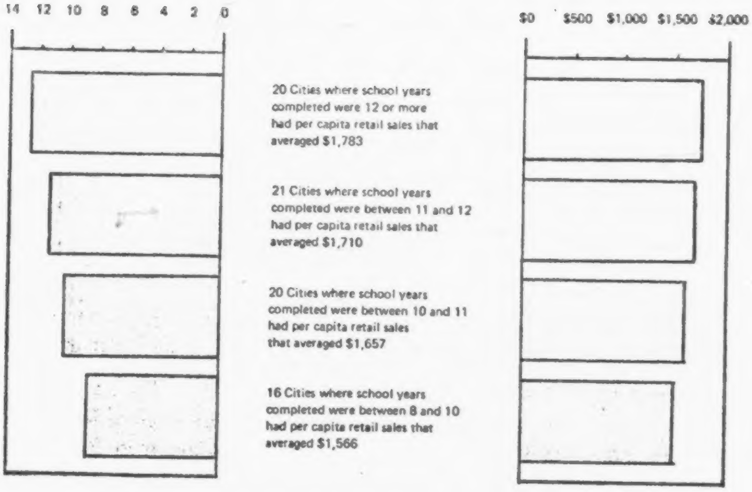

CHART B: **EDUCATION AND RETAIL SALES IN CITIES OF 100,000 to 250,000 in 1964**

Source: Reference No. 1

This correlation between sales and education should prompt every businessman to work for and support good and productive schools in his community.

Education and Unemployment

A 1970 research study stated: "The unemployed are the undereducated and underskilled; in the years ahead economic growth, increasingly a creature of technological advance, will not substantially increase the number of jobs for such people." [4]

Chart C shows that unemployment is highest among those with low educational levels. The unemployment figures for 16- to 20-year-olds who are not enrolled in school indicates the rate of joblessness for those not completing high school is twice that of high school graduates and nearly three times that of those completing college.

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[4] Venn, Grant. *Man, Education, and Manpower.* Washington, D. C.: American Association of School Administrators, 1970.

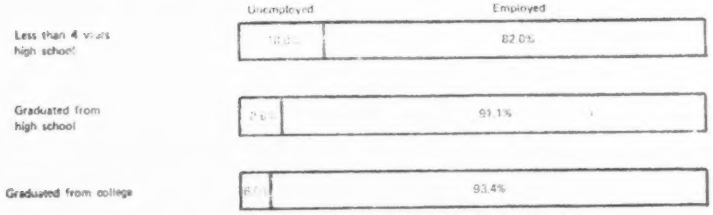

CHART C: LABOR FORCE STATUS OF PERSONS 16 TO 24 YEARS OLD NOT ENROLLED IN SCHOOLS, BY EDUCATIONAL ATTAINMENT IN 1970

Source: Reference No. 15

Tennessee cannot afford to let boys and girls leave the educational system unprepared to enter today's and tomorrow's labor market. This state cannot afford the loss in lifetime income that results from unemployment and underemployment and it cannot afford the social unrest that stems from those who aspire to a better way of life but do not have the knowledge or skills to achieve it.

Education and Participation in the Democratic Process

Thomas Jefferson said, "A nation that expects to be ignorant and free, expects what never was and never will be."

Jefferson realized that the democratic process was dependent upon the intelligent participation of a nation's people in that process. While this theme is a departure from the discussion which proves the economic returns of education, one can easily understand that without the proper political climate our nation's economy cannot prosper. In fact, the very existence of the nation is threatened by those who lose faith in the political process or are too apathetic to participate.

Again education is the answer. Information from the *American Voter* based on a representative sample proves that the more education a person has the greater his interest in political affairs:

91% of the college graduates 90% of the people with some college education 82% of the high school graduates 69% of the people with some high school education 64% of the people who completed grade school 52% of the people with some or no grade school education	Voted in the 1956 Presidential Election [5]

Summary

Education is very closely related to social and economic progress. It develops potential skills and understanding of people so that they may produce more efficiently, consume more appreciatively, and value more highly the political and economic freedom they enjoy. Education is essential to an expanding competitive economy under a democratic form of government. Therefore, America can make no wiser investment, no investment which will yield greater returns than its investment in people through education.

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[5] Campbell, Angus, Philip E. Converse, Warren E. Miller, and Donald E. Stokes *The American Voter*, New York: John Wiley and Sons, 1960.

Did the Adult Education Act do any good? (Did it make a difference to human beings?)

Some accomplishments in Tennessee:

1960 Census reported 70% Adult population 25 years and older had not received a high school diploma. 1970 Census reports that 58% of the same population have not received a high school diploma.

The median grade level of this population has increased from 8.8 in 1960 to 10.6 in 1970.

Approximately 16,000–17,000 adults are annually enrolled in approximately 1200 classes in 100 school systems and representing practically all counties in the State.

Approximately one-half (½) of these programs are in the metropolitan areas: Nashville, Knoxville, Chattanooga and Memphis. The others are in the rural counties.

Since the beginning of the Adult Basic Education program, the number of the G.E.D. diplomas which have been issued by the State Department of Education has increased annually: 1965–66, 2,244; 1966–67, 2,789; 1967–68, 2,622; 1968–69. 4,351; 1969–70. 5,050; 1970–71, 5,353. A total of 22,379. This is significant since the funds from federal government (90%) are restricted to Grades 1–8. After once getting back into the mainstream of education, individuals are not satisfied until the objectives of high school diploma are met. Although there is a good State testing program, there are no funds at State level for G.E.D. preparation.

During the 1971 fiscal year, 15,974 adults enrolled in the Adult Basic Education program in Tennessee. Below are some of the accomplishments of this group.

Number of ABE students who achieved 8th grade diploma	3, 341
Number who enrolled in high school program after completing ABE	1, 122
Number who passed GED tests after completing ABE	1, 195
Number who graduated from high school after starting in ABE	179
Number who enrolled in college after starting in ABE	123
Number who obtained jobs as a result of ABE	925
Number who changed to a better job as a result of ABE	917
Number who registered to vote for the first time	1, 368
Number who received U.S. Citizenship	21
Number who received driver's license	367
Number who received training in completing income tax forms	3, 573

Only three years ago none of the universities or colleges in Tennessee were offering courses leading to a degree in Adult Education. Now three universities have been approved by the Tennessee Higher Education Commission to offer a master's degree in Adult Education. These universities are Memphis State University in Memphis, Tennessee State University in Nashville, and the University of Tennessee in Knoxville. These universities have broadened activities and extended the resources of the State Department of Education and local school systems for the improvement of the quality of the program.

The quality of teaching has greatly improved. Of the eight to nine hundred teachers in the program, approximately 50% in the metropolitan areas and 25% in the rural areas have a master's degree in some instructional area—even though it might be in elementary education, or a high school subject area. State-wide In-service Training for all Adult Education teachers are conducted annually at eight to ten university centers in our State.

Three two-week institutes have been conducted at each of the three universities in specialized areas such as Teaching Adults to Read at the University of Tennessee; Guidance and Counseling and Recruitment and Retention at Tennessee State University; Evaluation, Selection and Development of Materials and equipment at Memphis State University.

EDUCATIONAL ATTAINMENT OF TENNESSEE ADULTS 25 YEARS OF AGE AND OVER BY RACE[1]

Grade completed	Race							
	White		Black		Other		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
No schooling	26, 392	71. 1	10, 616	28. 6	118	0. 3	37, 126	100
Elementary (1–4)	123, 821	74. 8	41, 468	25. 1	149	. 1	164, 438	100
Elementary (5–6)	146, 284	78. 9	38, 865	21. 0	253	. 1	185, 402	100
Elementary (7)	98, 462	81. 6	22, 079	18. 3	119	. 1	120, 660	100
Total potential ABE participants	394, 959	77. 7	113, 028	22. 2	639	. 1	508, 626	100
Elementary (8)	300, 962	87. 9	41, 080	12. 0	196	. 1	342, 238	100
High school (1–3)	325, 064	83. 7	63, 068	16. 2	518	. 1	388, 650	100
Total potential GED participants excluding ABE population	626, 026	85. 7	104, 148	14. 2	714	. 1	730, 888	100
Total adults 25 years of age and older with less than a high school diploma	1, 020, 985	82. 4	217, 176	17. 5	1, 353	. 1	1, 239, 514	100

[1] U.S. Bureau of the Census of Population: 1970, "General Social and Economic Characteristics," Final Report PC(1)–C44 Tennessee, U.S. Government Printing Office, Washington, D.C., 1972, p. 44–179.

Compiled by the Adult Education Departments of Memphis State University and the Tennessee State Department of Education.

EDUCATIONAL LEVEL OF TENNESSEE CITIZENS 16 YEARS OF AGE AND OLDER NOT ENROLLED IN SCHOOL[1]

Grade completed	Number of 16–24 year olds[2]	Number of 25+ year olds[3]	Number of 16+ year olds
No schooling	5, 466	37, 126	42, 592
Elementary (1–4 years)	3, 656	165, 438	169, 094
Elementary (5–6 years)	8, 120	185, 402	193, 522
Elementary (7 years)	10, 815	120, 660	131, 475
Total potential ABE population	28, 057	508, 626	536, 683
Elementary (8 years)	29, 741	342, 238	371, 979
High school (1–3 years)	90, 263	388, 650	478, 913
Total potential GED population excluding ABE population	120, 004	730, 888	850, 892
Total population, 16 years of age and older, not enrolled in school, with less than a high school diploma	148, 061	1, 239, 514	1, 387, 575

[1] Compiled by the Adult Education Departments of Memphis State University and the Tennessee State Department of Education.

[2] U.S. Bureau of the Census, Census of Population: 1970, "Detailed Characteristics," Final Report PC(1)–D44 Tennessee, p. 44–495.

[3] U.S. Bureau of the Census, Census of Population: 1970, "General Social and Economic Characteristics," Final Report PC(1)–C44 Tennessee, U.S. Government Printing Office, Washington, D.C., 1972, p. 44–179.

EDUCATIONAL LEVEL OF TENNESSEE ADULTS 25 YEARS OF AGE AND OVER[1]

Adults with less than high school diploma (58.25 percent)	1, 239, 514
Adults with a high school diploma (41.75 percent)	888, 432
Adults (100 percent)	2, 127, 946

Of the 1,239,514 adults with less than a high school diploma, the following division is found regarding potential participants for ABE and GED programs.

Have less than an 8th grade education. (Represents 23.9 percent of total population)	508, 626
Have an 8th grade education but less than a high school diploma. (Represents 34.34 percent of total population)	730, 888
Total potential participants in the public school adult education program. (Represents 58.25 precent of total population)	1, 239, 514

See footnote at end of table.

The 1,239,514 adults with less than a high school diploma can be further subdivided as follows:

Adults with no schooling	37, 126
Adults with 1 to 4 years of schooling	165, 438
Adults with 5 to 6 years of schooling	185, 402
Adults with 7 years of schooling	120, 660
Adults with 8 to 11 years of schooling	730, 888

For comparison purposes, the following number of students can be found in the public school day programs in Tennessee:

Elementary students in grades 1 to 8	601, 662
High School students in grades 9 to 12	248, 724
Total students in public school grades 1 to 12 in regular day program	850, 386

[1] U.S. Bureau of the Census, Census of Population: 1970, "General Social and Economic Characteristics," Final Report pc (1)—c 44 Tennessee, U.S. Government Printing Office, Washington, D.C., 1972, p. 44–179.

Compiled by the Adult Education Departments of Memphis State University and the Tennessee State Department of Education.

STATEMENT OF CHARLES KERR, TENNESSEE STATE DIRECTOR OF ADULT EDUCATION

Mr. KERR. I am not going to try to sell you on adult basic education, because I know you are definitely sold on it, but I am going to relate to some things that I think that you have been asking all morning and all day.

One of the questions was what would happen to adult education if it is consolidated in a broader concept under special education and revenue sharing. Well, for 60 some odd years in the state of Tennessee, we have had a program of K through 12. The same length of time we have had a higher education program for college students. In the K through 12 program we have had all kinds of programs for vocational education. In each of the 60 years, appropriations have been proposed. One of the great problems is how to keep people in school. What are the things we have to add, what are the things we are going to do in order to keep these people from dropping out. A great amount of the annual budget is based upon these things. This year, right today, we have $294 million being proposed in our state legislature for the K through 12 program. We have $192,000 being proposed for adult basic education.

Mr. MAZZOLI. That's $194 million for——

Mr. KERR. Two hundred ninety-four million for K through 12.

Mr. MAZZOLI. And $192,000 for adult education?

Mr. KERR. Right; so you can see what would happen if adult basic education was folded into the other programs.

I think it is very important that we have a categorical aid for adult basic education of all programs. Adult education is the one that really needs the categorical aid. I am of the opinion that it ought to be a special act for adult basic.

The innovations that have been made in the public school program have been few as compared to the innovations in the short period of time that adult basic education has been on the scene. We have a lifetime in Tennessee of five years in adult basic education, as compared with a lifetime of K through 12, 60 years. What we are doing is actually career education. Every adult who comes to us is a career person. He's had a career, he has a family, he has had a job, he is working in a job of some kind, or he is on the welfare. He has had a wide experience as far as career is concerned. We are trying to relate the adult basic education to teach him to read, to write, and to associate the same with the career.

This is the intent of the career education program that's being proposed. We are doing it right now in adult basic education. Many innovations which have been made on individualized instructions have been in the area of adult basic education. Five years ago or 6 years ago or 7 years ago we didn't have a book to teach a person how to read at first grade level, except for 5, 6 or 7-year old children. This was not acceptable for a person 30 years old.

Now look at all the span that we have. Mr Lehman hit it. We have graduates from high school right now that can't read on a high school level. In one of our cities we have a group entered in a community college. Of the 30 people who had just graduated that spring, one of them was reading on the first grade level. What can he do in a community college?

What we are doing is working with that community college on adult basic education of getting even the students that are already graduated to learn to read. We have the materials; we have the expertise; we have the personnel. I want to say this right now before I leave, Mr. Perkins, because the innovations that have come about have been because of the many, many people who are in the leadership roles. One of the greatest leadership roles that I know of in adult basic education has been from Morehead State University provided by Dr. Eyster and Ann Hayes.

We are teaching adult basic education through driver education. We are teaching it through laboratory learning concepts. We are teaching the old one-teacher-school concept, which is getting back on the scene more and more and more now. We are teaching it in all kinds of areas, because we have to; because these people have such a broad spectrum of careers themselves.

We have to have the adult basic education program really categorized to the point where we can move. Even though we say that Tennessee is not giving it too much importance, we have stirred the pond just a little bit in the last 5 years. We are making a few ripples, those few ripples, are really reaching some of the citizens and educators out there in the State of Tennessee. The educators just don't believe that there are 1,200,000 adults over 25 years of age in a population of 2 million of that age group who haven't finished high school. When statistics show that, the census of 1960 and 1970, shows that, then they are believers.

Mr. MAZZOLI. That's a million plus out of your 2 million——

Mr. KERR. Out of the 2 million over 25.

Mr. MAZZOLI. They have not finished high school?

Mr. KERR. Have not finished high school. This is not uncommon in the southeastern States. It is about the same all over.

You want to know if we made any progress. In the 1960 census we had 70 percent who had not finished high school; in the 1970 census it is 58 percent. In a 5-year period, what can you expect? Now we have the machinery. We talk about programs not meeting some of the standards and not being able to accomplish in a period of time what they are supposed to accomplish. But when you only have a 5-year span of life, it takes a lot of organization. It takes a lot of procedures to get it in operation. We are just now beginning in the adult basic education program in our State to not only make a great contribution to the people who have not finished high school and who are dropouts, but to the whole educational process in the public school program, kindergarten through 12, as well as higher education itself.

Mr. Mazzoli. Don't the politicans in your State recognize the numbers involved? Why would they only have $100-odd thousand—$190,000?

Mr. Kerr. I would say if somebody asked me, "What is the real characteristic of a real fine politician?" I'd almost have to say that he finds out from the people what they really do need, and then goes after it.

Now what would happen to adult basic education in the revenue sharing concept? You people and the people on the national level recognized this one thing when they were not recognizing it in the States. You recognized that it had to be a national goal, that it had to be a national endeavor, and you were recognizing, also, that you had to team up with the State leadership as well as the local leadership. This is a partnership that does exist in this particular way, and you have recognized it.

Revenue sharing would destroy a lot of that leadership at the national level. If you just dump a bunch of dollars down here, and not particularly interested in where it is going, and let the local people decide, you are going to have 50 different States going their different ways. You could have a thousand communities going their own way. As long as you have it categorized as to a specific purpose from the national level to the State, to the local, you know exactly where it is and you know exactly why it is not functioning, if it isn't.

Mr. Mazzoli. So the idea is not particularly appealing to you of being able to make these decisions on the expenditure of educational money locally?

Mr. Kerr. No; we have had revenue at the local level for a long period of time, and we ought to be able to get more of the share than $192,000.

Mr. Mazzoli. I was down at Morehead yesterday and I asked the very same question. Where does the idea have its Genesis, at the local level, enough people writing their Congressmen and they enacting a law that then sets up adult education, or is it something that we come to realize as a need and we install it as a need? How can it be that we would have the ideas in Washington that you and your people don't have over there?

Mr. Kerr. I am of the opinion that you have to look at the competition between nations and countries. When you begin to do that, then the United States is competing in this particular area with another country. You are looking for the real things that allow the United States to make a contribution. I guess we are just so close to the forest that we can't recognize it because of the trees.

On a national goal you set the pattern, not only in this but you have looked at other educational programs. You have provided categorical aid for the ESEA programs; you have it for vocational education, you have it for those things. Why? The local governments were not providing those things, not because they did not want to provide them. They were just not cognizant of the needs.

I feel like we need this three-way leadership: at national State and local levels. When you destroy this approach you destroy just almost the complete national goals that we are attempting to gain.

Mr. MAZZOLI. And you feel this partnership is best evidenced on a national, State, and local basis by a categorical program?

Mr. KERR. Definitely so; I don't think that you would have as much interest in those dollars yourself as you would if you say, "I want it down there for adult basic education; I want it for agriculture; I want if for welfare; I want it for this, and I am going to assume my responsibility for those things."

Mr. MAZZOLI. Thank you very much, Mr. Kerr. That was very nice testimony, very helpful.

Mr. KERR. I have a document here that I'd like to leave with you.

[The document referred to has been filed for subcommittee use.]

Mr. LEHMAN. Talking about high school dropouts, I am not as concerned about the high school dropouts as I am necessarily about the intellectual dropouts who stay in high school. I am going to relate that to what I think your needs are.

I tried to work on those kids who are not going to college just to hang on in high school for 2 more years and then go out and get a job. I have worked for kind of the 10th grade skill certificate, so we could go ahead and get them into the work force. But there are a lot of people who drop out of the 10th grade or the seventh grade who can read and are earning a good living. There are a lot of people who go through high school who are not, necessarily. I think that one of the great things that adult education does is to take not what I call the failed individuals particularly, but to take those whom the system has failed.

Mr. KERR. Yes.

Mr. LEHMAN. And sort of recycle them.

Mr. KERR. That's right, exactly.

Mr. LEHMAN. And give them the kind of second chance at education.

What is interesting to me is the fact that many of the people in adult education are not unemployed, are not even unemployable. They have the skills, but you put them back into the basic program to enable them to take those skills and use them to the greatest possible fulfilment.

Mr. KERR. That's right.

This is just one example. In 1970 we had a person to drive up to one of our adult basic education classes and wanted to enroll in adult basic education class. He drove up in a 1970 model Cadillac. His objective was to be able to write to his children by Christmas time. One was 30 and the other one was 35 years of age. He happened to be the best diesel mechanic Oman Construction Company had, but he couldn't read and he couldn't write.

We had a minister 53 years of age who lost his vision. As a result of it he had to terminate his ministry. One year after enrolling in adult basic education, after teaching him braille, he learned to read again through his fingers. One year after that, he entered his pulpit. He opened up his braille Bible and read the text in braille. He had prepared his sermon in braille, and delivered it.

You asked about the oldest person in our State. We had a lady 97 years old who lost her vision completely. She entered and learned to write braille at 97 years of age.

Now these experiences are not happening just in Tennessee, but they are happening all over this Nation, and I just wish that you could really get the picture of really what is happening to human beings.

Mrs. Cochran cooks at the elementary school. When she is through there, she goes to another elementary school and does the cleaning work. Two nights of the week she goes to adult basic education.

We have many experiences like that.

Mr. Mazzoli. Do you see any need or any use of television in your kind of work?

Mr. Kerr. Oh, yes, definitely so.

Mr. Mazzoli. Do you use any television at this point?

Mr. Kerr. In Tennessee we do not, but one reason why we need a real good permanancy in adult basic education is that there are so many things that need to be done that we just have not had the time to really get it going.

We are a part of a project right here in Kentucky, trying to use educational television for GED preparation. We hope to use this project from a regional standpoint. What we need is sufficient lifetime to really put some of these many things in operation that are not only good for the adult, but for the K through 12, as well as for the higher education.

Mr. Mazzoli. Very good, Mr. Kerr. We thank you very much.

Chairman Perkins. Let me compliment all this distinguished panel.

Mr. Kerr, I have no questions. You covered every point that could possibly be thought of, so far as I am concerned. All of you did a wonderful job. This panel has been very impressive.

Mr. Mazzoli. Perhaps I could just make a little personal statement at this point, a statement that the reason that I am very much concerned about the library cutback proposals and the changes in adult basic education, they are really very, very personal to me. My own father came to this country and was unable to speak the language and had to relearn the same as the pastor relearned in braille. He never did finish grade school, even with it. They went out to the job early in those days. His education came from haunting libraries in whatever town he worked in, and he was in construction. Whatever town that the job was in, then he would become, in that library, a fixture.

So between this, having to go back and suffer the ridicule that sometimes he did, he suffered as a big man in a small class to learn English, and then at the same time the need that he had for books, so both from the adult basic education and from the book use, it seems these are very impressive programs to me personally, very appealing, and ones that I just really can't see cutting the umbilical cord.

Mr. Kerr. In Nashville alone we have classes in adult basic education representing 30 countries.

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Chairman PERKINS. The committee will now adjourn.

Let me thank everybody who has been so helpful. We especially want to thank the Marshal, and please convey our good wishes to the judge for allowing us to use his courtroom.

[Whereupon, at 4:35 o'clock, p.m., the hearing in the above-entitled matter was adjourned.]

[The following letters were submitted for the record.]

COMMONWEALTH OF KENTUCKY,
DEPARTMENT OF EDUCATION,
BUREAU OF VOCATIONAL EDUCATION,
Frankfort, March 26, 1973.

MEMBERS OF THE GENERAL EDUCATION SUBCOMMITTEE,
Committee on Education and Labor,
House of Representatives,
U.S. Congress,
Washington, D.C.

MR. CHAIRMAN AND MEMBERS OF THIS COMMITTEE: I appreciate very much this opportunity to appear before you to testify on "The Adult Education Act of 1966, as Amended in 1969." I appreciate your invitation asking me to prepare a statement regarding this Act and its support to adult basic education in Kentucky.

I am prepared to read my statement or attempt to answer any questions which you may want answered.

Sincerely,

CARL F. LAMAR,
Assistant Superintendent for Vocational Education.

Enclosure.

THE ADULT EDUCATION ACT OF 1966

The Adult Education Act of 1966 was enacted by the United States Congress. It was amended as Title III of the Elementary and Secondary Education Amendments on July 1, 1969. Its provisions and Federal financial support were extended through June 30, 1973. It is my conviction and plea to members of this General Education Subcommittee of the House of Representatives and the entire U.S. Congress that the Adult Education Act of 1966 be continued and strengthened. It is serving an important segment of our population during this period of dynamic change and progress in our social and economic environment. Rapid developments in science and technology and an explosion of knowledge have greatly affected our adult population—its role in the economy and its responsibilities in social affairs.

More than ever before in our democratic society we need an educated and enlightened adult population. The pressing need for the adults in our society is to keep up with rapid changes in their varied area of employment and to be enlightened regarding the many pressing problems in the social realm which affects them and the children and youth who depend on their decisions and their actions.

The adults, 25 years old and older in Kentucky, have completed an average grade level of 9.3. This is slightly above an elementary education. This compares to an average grade level of 12.1 for the entire United States. The labor market gives preference to the adult who has completed a secondary education and has acquired certain marketable skills. The Federal, State, and local levels of government that are called on to support our public educational system need to recognize the increasing demands for adult and continuing education in our economy and in areas of social responsibility.

It is gratifying that the U.S. Congress recognized this vital need in enacting into law "The Adult Education Act of 1966" and continued its support of this program through June 30, 1973. The need for this program not only persists, but it is being accelerated as conditions in our socioeconomic environment are rapidly changing and becoming more complex due to technological developments. This Act needs to be continued and the Federal financial support of its provisions need to be greatly expanded.

The purposes of "The Adult Education Act of 1966" are as sound today as they were when the Act was initiated. They need to be carefully analyzed, emphasized, and strongly supported by the Federal government. The Statement of Purpose in Section 302 of the Act is:

"To expand educational opportunity and encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and make available the means to secure training that will enable them to become more employable, productive, and responsible citizens."

I can think of no more significant goals for education in this country than to assure "equitable educational opportunities" for the total population. It is vital to our social welfare that the adults who have "for whatever reason" been denied the benefit of a sound basic education at least through the secondary school level receive this opportunity. Such an educational foundation is vitally important to further occupational education, increased economic produtivity, and scocial responsibility.

The "track record" for this program revelas quite clearly that "The Adult Education Act of 1966" has secured good results in several ways. It has made a big difference in the extent to which adult and continuing education is being offered in this country. It has motivated states to a sense of awareness of the educational needs at the adult level. It has also made possible the retrieval of many adults in an economic and social sense who otherwise would not have been challenged to prepare themselves for more and more productive roles in our society.

It is my firm conviction that at this point in time the need for adult basic education, by persons 16 years old and older who have dropped out of school without an elementary or secondary education, will be best served by continuing the present "Adult Education Act of 1966," as amended in 1969. I have no recommended changes to make. The financial support needs to be increased. This is especially true at the high school level.

I am saying that this is categorical aid which is centered on a particular group of people who have a special educational need that should be of vital concern to the Federal Government. I do not belive this area of need would receive proper attention among the educational priorities of those administering the educational establishment if it were consolidated into a broader category labeled "special education revenue sharing." This is one area of educational need that should be protected and promoted through the avenue of categorical aid. The concept of "categorical aid" was introduced to assure appropriate attention and emphasis on unmet needs which were important to the general welfare of our society and which were being ignored by those in positions of leadership. Adult basic education continues to be in that category and it continues to need the protection and support of categorical aid if the adult members of our society needing education at this level are going to be adequately served.

The problem is not so much one of "categorical aid" as it is the "fragmented delivery system" which has emerged in conjunction with it. If the logical systems for delivering educational programs were strengthened and properly supported so as to improve their capability in handling categorical aid programs, the people would be more effectively served. Fragmented and completing agencies attempting to serve the same clientele has been the major stumbling block to effective and efficient delivery of educational services. It has not been categorical aid.

ADULT BASIC EDUCATION IN KENTUCKY

On January 20, 1966. the Kentucky State Board of Education approved a State Plan for Adult Basic Education to be submitted to the U.S. Office of Education for approval. This plan was approved on April 15, 1966. Upon approval, Kentucky then became eligible to receive Federal funds to conduct adult basic education programs. The Kentucky State Plan was the third State plan approved by the U.S. Office of Education for adult basic education programs.

Kentucky's adult basic education program began in 1966 with nine local school districts participating in the program with an enrollment of 4,568 adults. In 1972 ninety-three public school districts took part in the program with an enrollment of 22,114. As of January 1, 1973, 16,426 adults are enrolled in adult programs.

Initially, the adult education program was a single State Department of Education effort. Today the State Department of Education, through the Adult Basic Education Unit, is cooperating with seven other State agencies in conducting adult education programs (Economic Security, Department of Labor, Department of Corrections, Department of Child Welfare, State Employment Agencies, Kentucky Educational Television, and Public Assistance).

Kentucky has 1,422,509 adults 16 years of age and older with less than a high school diploma. While Kentucky's program of adult education has met with much success, it has been able to offer its services to only a limited number of those who need it due to limited funds. Constraints, such as transportation and child care, often prevent the adult from coming to a specific location for basic education instruction. The need to take education to the adult (homebound instruction, community housing developments, mobile learning centers) is evident. We must structure our program to provide maximum accessibility for the adult with individualized instruction as the main thrust. If we are to provide services for the maximum number of adults who need it, then additional funds must be provided.

We must continually strive to assist the adult learner in becoming a more employable, productive, and responsible citizen in a rapidly changing society. Without a clear identification of monies to be used for adult basic education, we cannot provide such assistance. To assure appropriate support of this program, Federal financial support must continue to come to the State of Kentucky in the form of categorical aid.

The five proposed priority areas for special education revenue sharing are:

1. Disadvantaged.
2. Vocational Education.
3. Impacted Areas.
4. Handicapped.
5. Supplementary or Supportive Services.

Adult education is included in the supplementary or supportive services priority area. It reportedly would be in a weakened position to compete for Federal funds.

ABE PROGRAM DATA

Year	Federal money	State money	Local money	Enrollment	8th grade completions	Gained employment	Entered of her training	High School Equivalency certificates issued
1964 to 1965	$337,000	$163,322	--------	4,568				2,964
1965 to 1966	1,461,716	163,322	--------	16,126	2,397			3,068
1966 to 1967	687,872	163,322	--------	9,142	2,076	609	462	4,406
1967 to 1968	768,082	163,322	--------	8,308	835	731	402	5,675
1968 to 1969	910,457	163,322	--------	11,446	1,882	833	220	5,612
1969 to 1970	981,215	163,322	--------	14,092	1,994	470	190	5,337
1970 to 1971	1,149,068	163,322	--------	16,453	3,301	707	316	6,051
1971 to 1972	1,186,480	163,322	--------	22,114	858	844	1,526	7,185
1972 to 1973	1,145.538	163,322	--------	16,426				to date 1,282

STATE GED PROGRAM

Year	State money	Enrollment	GED completions
1970 to 1971	200,000	3,861	386
1971 to 1972	200,000	4,548	514
1972 to 1973	200,000	8,000	789

ADULT BASIC EDUCATION FUNDS AVAILABLE IN THE 1973 FISCAL YEAR

	Federal	State	Total
Administration:			
Program	$86,231	$11,235	$97,466
Indirect cost	14,884		14,884
Subtotal	101,115	11,235	112,350
Grant-in-aid			
Basic program	1,047,423	152,086	1,199,509
Basic prior year carry forward	145,092		145,092
High school		200,000	200,000
Subtotal	1,192,515	352,086	1,544,601
Total			
1973 funds	1,148,538	363,321	1,511,859
Prior year carry forward (1972 funds)	145,092		145,092
Grand total	1,293,630	363,321	1,656,951

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., March 27, 1973.

Mr. JOHN F. JENNINGS,
Counsel, General Subcommittee on Education,
House of Representatives,
Washington, D.C.

DEAR JACK: The enclosed statement has been submitted by Mrs. Elizabeth A. Ewing, Superintendent of the Anchorage Public School, Anchorage, Kentucky, for inclusion in the record of the subcommittee's hearing on March 24 in Louisville.

Also, I want to thank you for all of your good efforts in making the hearings a success. I thought they went well.

With best personal wishes.

Sincerely,

ROMANO L. MAZZOLI, Member of Congress.

Enclosures.

ANCHORAGE PUBLIC SCHOOL,
Anchorage, Ky., March 20, 1973.

Hon. ROMANO L. MAZZOLI,
U.S. Congress,
Washington, D.C.

MY DEAR REPRESENTATIVE MAZZOLI: The Anchorage Independent School receives a Title I ESEA grant on the basis of the children who live at the Presbyterian Home for Children which is in this district. The amount has ranged around $10,000 per year and has been very successfully used for a compensatory program in reading and arthmetic at the Anchorage School for children in grades 1–8 and for a tutoring program in the evening for those children who attend Eastern High School, Jefferson County. The thrust of the program has been on individual or small group instruction.

The cutback for FY-73 has presented problems. A budget was prepared July, 1972 on the basis of 85% of FY-72 appropriations. This budget and the 1972–1973 Title I project application were approved September 13, 1972. With the exception of 4.9% administrative cost the remainder was budgeted for instruction. Another letter from Title I office in Frankfort on December 21, 1972 approved the 85% calculation ($8,068) but with no unbudgeted funds (the remaining 15% of FY-72 appropriation). On March 8, 1973 the Title I Coordinator for this district visited again and instructed me to reduce the budget by $1,096.00. This reduction was due to the fact that the latest head count at Bellewood showed fewer children that the January, 1972 head count on which the FY-72 appropriation was based.

The new amount is $6,972 which leaves a deficit of $737.00. Enclosed is a summary prepared for the March meeting of the school board and also a copy of last letter to Title I office in Frankfort. This is "a drop in the bucket" in comparison to larger districts such as Louisville and Jefferson County, but it has presented a problem.

Very truly yours,

ELIZABETH A. EWING, *Superintendent.*

Enclosures.

MARCH 12, 1973.

Mr. LAWRENCE M. STAMPER,
Unit Director,
Title I, ESEA,
Department of Education,
Frankfort, Ky.

DEAR MR. STAMPER: According to your instructions as of March 8, 1973 please make the following changes in FY73 budget:

	Present budget		Amend to
Code 221.02	$610	−$610	
153	20	14	$6
132	100	50	50
113	400	400	
851	22	22	
Total		1,096	

There was no "fat" in the FY73 *approved* budget and this reduction leaves a deficit of $731.00 which includes salaries, audit and matching social security.

It was good to see you Thusday even though you brought bad news.

Very truly yours,

Elizabeth A. Ewing, *Superintendent.*

TITLE I—FY-73

1. Prepared program (Remedial Math and Arithmetic) and proposed budget based on 85% of 1971–72 allotment as directed in July 1972.
2. Received an approval in the amount of $8,068 on September 13, 1972.
3. Mr. Stamper, our advisor, visited me in December and discussed possibility of cut-back since the number of Bellewood children was 50 instead of 58 on which allotment was made.
4. Received letter from Mr. Stamper, December 21, 1972 again confirming an amount of $8.068.
5. Visit from Mr. Stamper March 8, 1973 bringing word the allotment had been reduced to $6.972 by "Continuing Resolution in Congress".

There is no fat in the budget, so there is no place to cut.

Paid in February on salaries		$519. 71
Salaries for remainder of year (Andrew & Wosoba)		6, 711. 29
Total		7, 231. 00
Needed for salaries		7, 231. 00
Allotment		6, 972. 00
Deficit for salaries		259. 00
Administrative cost:		
Brookkeeper	$400	
Audit	50	
Postage	6	
Matching (social security)	22	
		478. 00
Total deficit		737. 00

March 21, 1973.

I am aware of the $6 difference in calculations.

LOUISVILLE PUBLIC SCHOOLS,
J. GRAHAM BROWN EDUCATION CENTER,
Louisville, Ky., March 26, 1973.

Representative CARL PERKINS,
House of Representatives,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: Thank you for coming to Louisville on Saturday, March 24 and conducting your hearing on the proposed "Better Schools Act of 1973".

I would like to point out for the record that the recommendation permitting at least 30% of the amounts allotted to any State for vocational education and education of the handicapped be made available for other educational purposes is most unsatisfactory to parents, teachers and administrators of programs for the handicapped.

This recommendaiton goes on to state that this 30% limitation may be exceeded. . . . to further the purposes of the Act.

Historically, unless funds are earmarked for the handicapped with no allowance for these funds to be transferred to other programs the handicapped have not gotten their share. This is demonstrated by the congress feeling the necessity to amend Title I E.S.E.A. by P.L. 313.

We are just now getting earmarked funds for the handicapped in Head Start programs. Title I of E.S.E.A. and Vocational Education are also responding.

In conclusion, we are just now getting earmarked funds through the present for the handicapped.

Very truly yours,

A. B. Harmon,
Director, Division of Special Education.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

MONDAY, MARCH 26, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10:40 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, William D. Ford, Lehman, and Quie.

Staff members present: John Jennings, majority counsel; Christopher Cross, minority legislative associate; Toni Painter, secretary.

Chairman **Perkins**. The committee will come to order.

Mr. Quie, we have set aside several days of hearings for the minority, and we would be delighted to hear from you.

Mr. **Quie**. Dr. Porter, who has come before us, is here, so perhaps we will ask Dr. Porter if he wants to bring anybody else up.

You can go ahead, Dr. Porter.

STATEMENT OF DR. JOHN W. PORTER, SUPERINTENDENT OF PUBLIC INSTRUCTION, LANSING, MICH.

Dr. **Porter**. Mr. Chairman, Congressmen, ladies and gentlemen of the committee, distinguished guests, the invitation to appear before this committee is greatly appreciated, and I welcome the opportunity to share with you a review and an analysis of H.R. 5163 that we in Michigan have prepared.

Before I begin, let me say that last month, on February 1, I had the privilege of appearing before your committee, Mr. Chairman, to present a statement regarding Michigan's State-funded program of compensatory education and the success we believe we are experiencing with the program.

I would like to say that someone commented it is unique to have been invited to appear before your committee, Mr. Chairman, first by the Democrats on February 1 and now, supposedly, by the Republicans on March 26.

Mr. **Ford**. I guess you can notice the difference.

Dr. **Porter**. Prior to getting into my brief remarks, since I am certain you will have questions that you wish to ask—and I certainly won't read the report that I filed—I should like to extend an invitation to this General Subcommittee on Education, should you so desire, to hold field hearings in Michigan in order for the committee to get some firsthand information from school administrators, teachers, parents, and students about this concept of providing educational services for so-called academically deficient children.

Likewise, I am very pleased to indicate that I do have copies of our title I and section 3 evaluations, and these two reports, which I mentioned over a month ago, will be available to each one of you.

I would like to begin in my summary by saying we feel it is absolutely imperative that the essential features of the title I not be abandoned, that it can be demonstrated that there are viable programs funded by title I that are effective and that are making a difference in the education of disadvantaged children and youth.

I hesitated to accept your kind invitation, Mr. Chairman, but after giving it much thought, I felt it was important for me to make a statement this morning. It is not a matter of whether H.R. 5163 is supported or opposed. The real issue, if I can represent many Michigan teachers, is whether additional dollars properly spent can make a reasonable difference in the basic skills of academically deficient children regardless of their race or color, geographical location, or their families' socioeconomic status. I believe dollars, properly allocated and spent, can make a difference.

The critics of public education—and there have been many recently—say schools and title I activities don't make a difference and have challenged us in public education to put up results or shut up talking. Added to this barrage of recent criticism is the complaint that such funds are used primarily in the ghettos and for black children and for the poor. The concept of H.R. 5163 speaks directly to both of these criticisms and critical issues.

I would like very briefly to summarize about five points that I think are significant in regard to this legislation.

First, and of greatest importance in my estimation, this bill makes compatible the role of the school with the intent of title I. Title I wasn't designed to certify who is poor and socially disadvantaged. It was designed to help schools help children with academic deficiencies and to help them acquire basic learning skills.

Second, the proposal removes from the teacher the subjective process and burden of determining student needs in isolation of parental expectations. Teachers and parents need to have a clear statement of criteria and expectations in terms of child growth and development and then, based upon student-need assessment, provide an instructional program which enables the academically disadvantaged student to acquire those competencies initially identified independent of norm tables, which are so important.

Third, the bill places the school in a cooperative position, along with independent evaluators and along with parents, to determine the effectiveness of the delivery system or instructional program. It opens their classrooms for inspection and will stimulate, in my opinion, dollars getting into the hands of teachers and building facilitators.

Fourth, this proposal will enable a State, if it doesn't lose its capability under title V and other adminsistrative programs, to begin cataloging successful and not so successful delivery systems and thus, in the long run, realize savings in time and money by providing leadership and identifying what works in schools and what doesn't work in schools.

Fifth, and finally, the bill encourages flexibility of programing by allowing title I dollars to follow the child, thus encouraging the diffusion of socially disadvantaged children with the total school system rather than appropriating funds for concentration of so-called culturally disadvantaged children.

In summary, this legislation should be to the advantage of those competent teachers and school facilitators on the firing line responsible for providing instructional services to title I students, because it mandates school system support mechanisms to give the teachers answers to questions that they have long sought in terms of student progress toward identifiable and measurable objectives on a criterion basis.

If I would, in closing, have any observations to make, I would make three before responding to your questions.

I would be opposed to legislation—and I am not suggesting that this legislation does these things—legislation that would establish national standards for fund distribution, but I think it is desirable to have national standards for identification purposes.

Second, I would be opposed to national standardization of testing at the lower grade levels for pretesting and posttesting because of the variances that exist that consume time for individual teachers.

And, finally any legislation similar to this, I believe, should have some type of financial incentive for classroom success.

I believe that there are a number of significant factors in this legislation which certainly this important committee needs to consider, and I would welcome the opportunity to respond to questions that you might have at this time.

[Dr. Porter's prepared statement follows:]

PREPARED STATEMENT BY DR. JOHN W. PORTER, SUPERINTENDENT OF PUBLIC INSTRUCTION, LANSING, MICH.

Mr. Chairman, Ladies and Gentlemen of the Committee, and Distinguished Guests:

Your invitation to appear before this committee is greatly appreciated and I welcome the opportunity to share with you a review and an analysis of H.R. 5163 that we in Michigan have prepared.

Before I begin, let me say that last month, on February 1, I had the privilege of appearing before your Committee, Mr. Chairman, to present a statement regarding Michigan's state-funded program of compensatory education and the success we believe we are experiencing with the program. I should like at this time, to invite this general Subcommittee on Education, should it so desire, to hold field hearings in Michigan in order that the Committee might hear at first-hand from teachers, school administrators, parents and children.

Regarding H.R. 5163, let me say that we are in support of this proposed legislation. We feel it absolutely imperative that the essential features of the Title I not be abandoned, that it can be demonstrated that there are viable programs funded by Title I that are effective and that are making a difference in the education of disadvantaged children and youth.

Before going into a detailed analysis of the Quie Bill, I would like to make some general comments.

There are several significant aspects in this proposal which merit careful and considered attention:

First, and of greatest importance in my estimation, this bill makes compatible the role of the school with the intent of Title I. Title I wasn't designed to certify who is poor and socially disadvantaged. It was designed to help schools help children with academic deficiencies and to help them acquire basic learning skills.

Second, the proposal removes from the teacher the subjective process and burden of determining student needs in isolation of parental expectations.[3] Teachers need to have a clear statement of expectations in terms of child growth and development, and then, based upon student assessment, provide an instructional program which enables the student to acquire those competencies initially identified.

Third, the Quie Bill places the school into a cooperative position, along with independent evaluators and along with parents to determine the effectiveness of the delivery system or instructional program.

Fourth, this proposal will enable a state to begin cataloging successful and not so successful delivery systems and thus in the long run realizing savings in time and money.

Finally, the Quie Bill encourages flexibility of programming by allowing Title I dollars to follow the child, thus encouraging the diffusion of socially disadvantaged children within the total school system.

In summary, this legislation should be to the advantage of teachers responsible for providing instructional services to Title I students, because it mandates school systems support mechanisms to give the teachers answers to questions which he or she have long sought in terms of student progress toward identifiable and measurable objectives on a criterion basis.

Now, in regards to the specific aspects of the proposal:

A. AUTHORIZATION AND ESTABLISHMENT OF NATIONAL COMMISSION

This bill changes the basic nature of ESEA Title I of 1965, PL 89–10 in that the Quie bill is based on financial assistance to state and local agencies for programs to improve the educational proficiencies of children who are educationally disadvantaged. You will recall that Title I of PL 89–10 was based on the concept of financial assistance to local education agencies for the education of children of low-income families. In effect, no longer does a child have to come from a poor income family to get program benefits nor does he have to live in a high concentration or target area based on economics only, to participate. The bill establishes and authorizes to be appropriated for fiscal year 1974 funds for the establishment of a national commission on educational dis-advantagement. This, too, is a radical change in that the commission will provide for an orderly and sophisticated testing program and assessment of deficiencies of the basic skills and other deficiencies of other physical or mental handicaps and lack of English language. The commission will design and provide for the administration of a testing program. The testing program would provide data showing the estimated number of educationally disadvantaged children in each state for the purpose of determining amounts of money to be distributed to each state in proportion to the numbers of disadvantaged children in each state to the national total. The national commission would also have the responsibility for determining the effectiveness of the program for improving the educational attainment of educationally disadvantaged children.

B. GRANTS TO STATES

The funding formula is different than under PL 89–10 of Title I—on the basis of the number of educationally disadvantaged children, each state would receive a sum equal to 40% of the average per pupil expenditure in the United States, or if greater in that state, multiplied by the number of children age 5–17 (but not more than 150%). The funding and program would still provide for children who are in membership in state institutions for the handicapped, neglected and delinquent children, children in correctional institutions, and the children of migratory workers.

One of the most significant changes in the Quie bill under Part B is the necessity for each state to submit each year a State Plan or application to be approved by the Commissioner of Education (no such State Plan is required under the present Title I PL 89–10). A state Plan would have to:

1. Contain definition of disadvantaged children based upon need—indicated in reading and mathematics.
2. Provide for carrying on an adequate testing program in all local education agencies to identify disadvantaged children.
3. Meet the criteria as expressed by the Commissioner of Education and would be based upon the number of disadvantaged children served by each local education agency before funding would take place.
4. Have new language to assure that funds will be for supplemental programs and provide funds for programs and projects which involve *excess costs*. In this instance, *excess cost* means cost above that provided by State Aid or local monies (Supplementation).

There will be periodic reports required to be made to the Commissioner of Education evaluating the effectiveness of programs under this title or any other reports as may be reasonably necessary.

C. PROGRAMS FOR LOCAL EDUCATION AGENCIES

Applications

1. Each local education agency would make application for its program based on the concept of supplementation above and beyond what it now spends on eligible children. No program could involve an expenditure of less than $6,000. However, if there are extenuating circumstances such as long distance travel, etc., based on geographic isolation, this requirement could be waived.

2. Monies for local programs could be used for improvement and training of personnel, acquisition of equipment, minor repair or remodeling, and generally speaking, for practically the same purposes as under the present Title I act except that *at least 85% of the cost of the project must be attributable to the improvement of the basic cognitive skills—reading and mathematics.*

3. One of the most significant parts of the Quie bill under this section, is the requirement that there will be developed for each child, *an individualized written education plan* agreed upon by the school, parents, and where appropriate, the child. The plan will be maintained and periodically evaluated and will contain:

a. Present level of pupil's progress—this would undoubtedly indicate pre-test information.

b. Long range goals and performance objectives including terminal objectives as well as interim objectives.

c. Specific services to be rendered for each child—in effect, a delivery system.

d. A time line or PERT chart indicating duration of such services.

e. Evaluation based on objective testing to see how well a student has mastered the performance objective, and finally,

f. A review of the plan with parents at least annually and agreement on change of delivery system.

4. The evaluation mandates that appropriate objective measurements of educational achievement will be used annually. This pre-supposes that performance objectives will be measured by the use of criterion referenced instruments.

5. Local districts must give assurance that funds will be used to supplement already existing programs. *It should be noted that comparability is still required.*

6. Funds must be concentrated on those children who are most educationally disadvantaged, or who reside in attendance areas having the highest concentrations of educationally disadvantaged children, or on such groups where most effective results can be anticipated and obtained.

7. There shall be a Parent Advisory Council.

8. The local education agency will conduct and report the annual evaluation of the program to the state education agency.

Participation of children enrolled in nonpublic schools

There is little change in this section that deals with participation of nonpublic schools except that in order to participate there must be provided the testing of nonpublic school children to determine the educationally disadvantaged. The number to be served would be a number consistent with the number of educationally disadvantaged children in the school district.

D. GENERAL PROVISIONS

Payments

The most significant change under Payments Section of the bill as compared to the present Title I is that states may receive up to 2% of the total maximum grant for *administration* of the program by the state for each fiscal year. (This is 100% increase for administration and sorely needed).

As in the past, local districts may not decrease their fiscal effort but rather maintain fiscal support from year to year according to criteria to be developed.

Adjustments where necessitated by appropriations

This section is the same as the present Title I Act in that it allows for ratably reduced funding amounts when appropriations are below that amount sufficient to pay states in total. It also provides again for reallocation of unused monies by local districts.

There is no significant change under withholding for failure to comply or under the judicial review section.

Under the section on definitions an educationally disadvantaged child is one who fails to meet standards of performance determined or approved by the National Commission on Educationally Disadvantaged.

Finally, it should be noted again that the only monies that can be expended under the Quie bill before July 1, 1975 will be those monies for the operation of the National Advisory Council and its testing program starting with fiscal year 1974; otherwise, all operative provisions of the bill will become effective on July 1, 1975.

Conclusions

Although, as I have previously stated, we are in favor of the Quie proposal, we feel that it does fall short of total accountability insofar as it does not contain a financial incentive based on achievement results of children such as our own Chapter Three Michigan Program. It does, however, follow closely the Michigan Accountability Model and, of course, we feel that this is the direction education must take in the future.

The legislation does provide for an individualized approach for instructional programs for each child based on pre and post testing using criterion measurement to determine how well each student has mastered agreed upon performance objectives. It is possible that there will be some states objecting to this.

Local districts may object to additional testing in order to participate in federal programs for educationally disadvantaged children. Our position in Michigan is that our already established assessment program would be able to satisfy the requirements of the national commission for test results to determine the extent of educational disadvantagement in local districts and the total state.

It is our observation that the formula for funding would appear to favor states whose average expenditure per pupil is higher than the national average at the present time.

The whole concept of the Quie proposal is one that places a premium and import on accountability; that is, that the achievement level of children will improve, thereby, ultimately determining how many additional dollars are needed by local districts to eradicate academic deficiencies.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Dr. Porter, how much money is involved, in the State of Michigan, which is distributed on the basis of testing for educationally disadvantaged children?

Dr. PORTER. We have two programs in Michigan. In the State program, we spend $23 million based upon the model that is contained in this legislation. In addition to the $23 million, we have approximately $50 million under title I.

Mr. QUIE. Now, when you put together this program, it undoubtedly had to go through the State legislature, did it not, for the distribution of funds based on testing?

Dr. PORTER. That is correct.

Mr. QUIE. What kind of problems did you have in the State legislature?

Dr. PORTER. We didn't have any problems in the State legislature, because the State legislature was asking the kinds of questions that Congress is asking: "Does money provide for the academically disadvantaged and socially disadvantaged?" Under the program that we previously had, we couldn't respond to that question. We now can respond to that question. We can say what the report says—that we are providing you that is right here—that 75 percent of the students in our program, based upon criteria agreed to by the teaching force, are able to do the job that the teachers set out to do, and I think that is a significant turning point and a very important point.

Mr. QUIE. How about in the education profession? Was there agreement to that, or was there opposition in the legislature from teachers or principals or school superintendents?

Dr. PORTER. We had two different responses—three different responses—from the educational community. They were very interesting. From the suburban and rural districts, the response was: "It's about time that you put some accountability into the section 3 funds." Many of the districts felt that schools were perpetuating slow learners, if I may use that term, in order to receive the additional funds.

The change now is that, in order to receive the funds, the students must achieve; so we have got a lot of support from the outlying districts. Not only that, some of the outlying districts became eligible because we moved, 2 years ago, the criteria of socioeconomic status.

The second response came from a number of school administrators who were opposed to the legislation because it said: "Here is a set amount of money to do what you would like to do; but, if you don't succeed, you won't get the money next year." That created a little anxiety initially, primarily because of the late startup of the program.

The third, and probably the most important observation, came from teachers in Detroit and Flint and Wayne-Westland, some of our bigger school districts, who said that, under this program, the school systems are now having to get the money down to the classroom; and the teachers in these areas have been very supportive of the idea of these moneys going right down to the classroom and right to the building so that they could begin to try to make a difference.

So we had three different kinds of responses, Congressman.

Mr. QUIE. How much leadtime did you give those educators to put this into operation?

Dr. PORTER. The first year we amended the legislation. We had the program in operation similar to title I. We shifted over 2 years ago. The first year, we removed from the legislation the incentive clause because most of the school people didn't think the legislation would pass. Some districts started a program in September, anticipating it would, but some of our bigger school systems were hoping it wouldn't pass. Therefore, when it did pass in October, they hadn't started the program. So, with that, we had about 18 months of leadtime.

Mr. QUIE. Eighteen months. And this is the first school year that it is in full operation; is that right?

Dr. PORTER. This is the first school year that it is in full operation.

Mr. QUIE. What has been the reaction of the parents in the ghettos or the center city and the parents of minorities and, secondly, the parents out in the suburbs and rural areas?

Dr. PORTER. The parents in the chapter 3 schools have been very supportive. Many of the parents' groups have been saying to me personally and have been saying to people in the educational communities for a long time, "We would like to know in advance what you would like for our children to be able to know and do."

This requires that they have that information in advance and the parent can indeed evaluate whether anything has happened to his or her child. We have had support from parents, particularly in the urban centers on this program.

Mr. QUIE. Tell me, what is the means whereby you determine who is educationally disadvantaged in the schools so you can allocate that $23 million around to the various schools in the State?

Dr. PORTER. We have used a State assessment instrument, a testing instrument, wherein we test all fourth graders and all seventh graders, and we have said that those students in reading and math that have demonstrated the lowest performance academic deficiency is the greatest—the lowest 15 percent—that if indeed we can demonstrate that we can make a difference with added dollars for the lowest 15 percent, we certainly ought to be able to do it for the group higher than that.

Then we used that for identification and for setting aside the money. Then the district takes over, using its own instruments, and we have identified six instruments that can be used, and they have been coordinated similarly in order to do their pretesting and posttesting.

I think it is very important that the instrument for setting the funds be differentiated from the instrument that is being used to do the adminstration for pretest and posttest.

Mr. QUIE. In other words, you should have a different instrument for distributing money among the schools from the instrument that is used within the school for providng the program for certain children; is that correct?

Dr. PORTER. That is right. It is very important.

Mr. QUIE. Now could you give us a list of the six instruments that you permit the schools to use? Do you have that off the top of your head?

Dr. PORTER. I have those in this document here with basically the metropolitan readiness test, the cal test—the typical tests that are used.

Mr. QUIE. Do they use all six or a combination thereof?

Dr. PORTER. They have a choice among the several tests.

Mr. QUIE. Do they end up with one test or sometimes use a combination?

Dr. PORTER. The test that they use for the pretest has to be different but the same instrument for the post-test.

Mr. QUIE. Now could you explain how the tests you use for distributing the money among the schools within the State differ from the tests that we have normally been using, so-called normative standardized tests that have been sort of traditional in the school systems that have generated a great deal of antagonism because of their lack of accuracy, I guess you would say?

Dr. PORTER. We began, 4 years ago, as one of the first States to begin to assess the needs of students against some type of criteria, and we were doing that based upon standardized norm tests. In other words, we were comparing the students and comparing supposedly the needs of the school districts.

The educational community became very, very upset, particularly when we began publishing this information in the newspapers—not that we wanted to but because the legislature wanted the information published; and I think, with some justification, administrators and teachers were saying: "It is not fair to compare children in Detroit who are eligible for title I and section 3 with children in Dearborn or Grosse Pointe, which are some of our suburban districts. The children may well be able to perform based upon some standard but may always be at the fifth percentile or first percentile or 10th percentile." This was a legitimate criticism, I felt.

Therefore, we, with the cooperation of Michigan school teachers and educators, have now moved to criterion tests whereby you set, in advance, what the performances are that you would like for the children to try to acquire and master, and then you assess their needs against that criteria, and then you provide an instructional program to help an increasing number of the children with needs to reach those objectives.

I think the best way I could give you the analogy would be to give you the little example that I have had to try to press upon the newspaper people in Michigan. Let us assume that you have 10 boys wanting to run the hundred-yard dash and you are the track coach and you line them up and tell them you want to have them run 100 yards and you fire the gun and they race down the hundred yards and the first kid hits the tape, then the second, third, up to the 10th student.

The coach runs down and congratulates the first student and the second student on a job well done; he looks with some scorn upon the fifth student and he says, "Why are you reacting like this?"

Then he gets his assistants and says, "Now time these students. I would like to know how many of them can run the hundred-yard dash in 10 flat." You line them up again, fire the gun, and they take off and race down the track. They hit the tape the same way. You run down, pick up the stopwatches. The winner did it in nine-three, the fifth student did it in nine-seven, the tenth student did it in 10 flat. The criterion was 10 flat.

The only thing that we forgot in the first example was that the first kid was Jesse Owens and there was no way for him to lose. That is what norm testing has been doing in our country.

Mr. QUIE. I think that is a good analogy of the difference between criterion reference tests and the norm tests that we have used. It seems to me the norm tests compare kids against each other and, in the criterion reference tests, there might be comparison of teachers against each other, because you can see in one class how far a child goes and maybe does better under another teacher, just like you could do better under one track coach probably.

Is there any reaction amongst the teaching profession about that?

Dr. PORTER. No; I don't believe so, because, under the criterion reference instrument, you still have, as in my analogy, the comparison, you still know which student was first. Therefore, you just have more precision in the criterions.

I don't believe that the teachers will be opposed to criterion testing. In fact, in our State, the teachers demanded that we move to criterion testing. The education profession demanded it for the very reason that, if you don't have it, then you are comparing the teachers based upon a diffused criterion because it is norm reference.

If you do have it, the teacher has in front of her what it is that she wants to be able to accomplish for her students at their particular need level.

What I am saying, in effect, is that, if you say, to give an example, that you would like for fourth-graders to be able to do X and it takes A, B, C to get to X, and then when you assess the needs of your students, if you have some at step C in these, the chances are they are going to be able to move from C to X a lot better than if you assess the students and find a majority of them have A.

If your expectation is that the students will not be able to move from A to X in 1 year—which, I think, is reasonable—the teacher is much better off, because she can see movement but is not being held accountable for moving within a ridiculous span of development for the child.

Mr. **Quie.** Is it really individualized instruction that you give, because you know what they are supposed to achieve over a certain period of time?

Dr. **Porter.** That is correct.

Mr. **Quie.** And in your program, the parents are involved, too, are they not?

Dr. **Porter.** That is right.

Mr. **Quie.** What have been the results so far of the program? Here it is March and you have been in operation this year. What kind of achievements have the children made in these programs so far?

Dr. **Porter.** Well, I am pleased to be able to respond to that question because it is the first time that I have been able to respond to that question. It is one that legislators and Congressmen have been asking about. Congressman Ford asked me that question a year ago, and I couldn't respond.

Over 70 percent of the students in our program achieved above 75 percent of what was expected, and that is what we set as the criterion. And that was for 1971–72, and the results are just being published.

We had 101,000 students—actually 112,000 students in the program, and over 79,000 of those students were able to progress. It is true that 14,000 of them were not able to progress at the rate that we would like to have had them progress—or roughly 14 percent—but, for the first time, it enables us to begin to zero in on why the 14 percent were not able to do as well as the 70 percent, and it enables us to zero in on which school districts seem to have effective delivery systems and which school districts don't seem to have effective delivery systems.

So, for the first time, we are beginning to compile information, because of this technique, to better help the schools and the teachers to respond in meeting the needs of these children.

Mr. **Quie.** Last year, the assistant superintendent of schools in Oakland, Calif., came to us and told us about some tremendous results that have occurred in the last 2 years, but they didn't have such a good record in the first 6 years of title I of ESEA. He said one of the big reasons was the fact that they now had parental involvement in development of the children.

To what extent would you attribute the improved results in Michigan to parental involvement at the classroom level?

Dr. **Porter.** We have had parental involvement in title I since its inception and more particularly in our section 3 program. I think it is a very important ingredient. I think what makes the difference, however, isn't parental involvement for the sake of parental involvement. I think what makes the difference is that the parents know in advance what you want to accomplish and are held in part accountable for helping you to accomplish that as an educator.

Mr. QUIE. How do you hold them accountable?

Dr. PORTER. By identifying what it is that you would like to accomplish, by laying out very specifically what kind of support you need from that parent in order to accomplish it.

For example, one of the ingredients that we have had in Detroit—and I can document this from this report that I am looking at—we have 105 percent turnover in many of Detroit's schools—105 percent. That means that the families are moving two and three times during a school year.

Teachers can't be effective with that kind of turnover; so, having realized that, we said: "You can't hold the teacher accountable if the student isn't in the teacher's classroom at least 150 out of 180 days."

Prior to identifying that and then communicating that to the parent, we had—and you will hear in testimony, I am sure, on Wednesday—quite a bit of movement in some of our urban centers; but, once we identified that to the parents in September, we discovered that the pupils receiving less than 150 days of instruction dropped drastically. And in this report that we have of the 112,000 students, only 495 of them moved within that 150 days who didn't get 150 days of instruction.

One of the key variables for which we in the education profession have to really hold parents accountable is seeing that those children stay long enough so they can get the educational service being provided. That is just one of several indicators that I could share with you this morning.

Mr. QUIE. Let me go back again to the tests that you use to distribute the money among the schools. Do you test every child in the State in order to make the distribution, to find that 15 percent that rank the lowest?

Dr. PORTER. No; we test every fourth grader and, based upon that information, we calculate the estimated amount of money that would go to school districts for all of the students in the primary cycle, grades 1, 2, and 3.

We then test all of the seventh graders and, based upon that, we are able to calculate the amount of money that should go to the schools for grades 4, 5, and 6.

Mr. QUIE. Then, based on that, you make the distribution to the school. I don't imagine that $23 million is actually full funding, is it?

Dr. PORTER. It is about 55 percent funding. We estimate in Michigan—we know we have 1,250,000 children in grades 3 through 6—we estimate that about 240,000 of those children have some type of academic deficiency that needs special attention.

Mr. QUIE. Well, the way it is now in title I, after the money gets to the school district, then there is concentration in the schools in that district that have the highest percentage of poor kids. We noticed in our hearings on Friday, I think it was, one school had 19 percent poor kids, and it was a target school; another school had 17 percent poor kids, and it wasn't a target school. Now, how do you concentrate the money with your section 3 money?

Dr. PORTER. We don't believe—although there is a high correlation between economically disadvantaged, unfortunately, and academic deficiency—we don't believe that, just because you are poor, you are academically deficient.

Education is designed to, initially was created to, create academic sufficiencies. Therefore, our money is allocated according to basic scale academic deficiencies.

On the other hand, we say to the local school people: "If you believe, as educators, that you can improve the performance, the basic skill performance of the children to other kinds of social activity, then you go right ahead; but what we are interested in is these young children's acquiring basic skills. We happen to believe that the acquiring of certain basic skills at this level will enable these children to better develop positive self-concepts and to better be able to participate in the later grades in the educational process."

Mr. QUIE. You said there is about $50 million that comes from title I in Michigan. What would be the change if we permitted you to distribute that $50 million the same way you do the $23 million? Your distribution is based on the criterion reference tests to decide which schools receive the money, then they decide who is educationally disadvantaged.

Dr. PORTER. Basically, there would be two changes. First of all, I would suspect that we would find the money would be allocated more spread out throughout the State according to where there were academic deficiencies rather than concentration of so-called economically deprived.

Secondly, we would find that there would be a great tendency to want to enable these children to move out of concentrations and out of school pockets into neighboring schools, which we have had a lot of conversation with OE about; we have talked to Congressman Ford about trying to get that changed because now the moneys have to be concentrated.

One of the things we think title I ought to do is help a school district that wants to desegregate to do that and allow the funds to follow the students.

I don't believe, on the other hand, that it will make a major impact upon the allocation change. The city of Detroit now receives about $22 million of the $50 million in title I. I suspect Detroit will continue to receive about the same amount or even maybe more but it will be targeted a lot differently within Detroit than it is right now.

Mr. QUIE. At least within Detroit, if you have some severely educationally disadvantaged children in nontarget schools, those children will be able to get benefit from the program?

Dr. PORTER. That is correct.

Mr. QUIE. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman. It is always a pleasure to see Dr. Porter here and the people who are surrounding him and behind him.

You have a lot of experience, I take it, with trying to find out whether people in Michigan are behind you in education, but I think probably you have got the ones who are with you.

Turning to the program of Mr. Quie's let me say that I have looked at it most sympathetically. I would be less than candid if I did not advise you that the most important of my two reasons for this view is that I have never been happy with the way I believe we have been forced by circumstances to distribute title I funds from the beginning. But my uneasiness has increased as I see the more recent actions by the bureaucrats in charge of this program—and this is my language, not someone else's—perverting the original intent in a way that intensifies the bad characteristics of the formula.

Probably the worst characteristic of the formula is the one that Mr. Quie tries to get at—and I am not ready to agree that he does get at it—of not being able, as you mention in your statement here, to target the money at the children who, measured in terms of educational need, are most in need of the funds. These other factors that have been mentioned intervene in ways that make it difficult if not impossible for local school officials to maneuver the money in the direction that they, as educators, believe it would do the most good.

For example—I would like to see the figures, and I think probably we should have asked you for this before now—I don't see in Michigan how the Quie formula would still get at the problem of the differential between River Rouge and Inkster, where there is this tremendous disparity in the capacity of the local school district—something like 10 times as much money spent on each child in River Rouge but, because of public housing and other projects, a very heavy concentration of economically deprived people.

The reason I pick those two is it keeps me off the problem of immediately identifying the racial makeup of the district. As a matter of fact, I suspect that the academic achievement rate is higher in Inkster, the poor district, than it is in River Rouge. The percentage of minority children in Inkster is higher in the school district than it is in River Rouge but for different factors, which go to the achievement levels of the parents, primarily and the nature of homeownership and so on.

How do we get around the fact that a school district like River Rouge might, by virtue of this program, be discouraged from using its abundant resources to the extent they might otherwise use them? In other words, how do you give Inkster more money for this than you do River Rouge? How do you make up for this built-in—especially now that the Supreme Court has kicked us in the teeth with the decision last week. Again, when you get within a school district, everybody talks about the Detroit district, but you just use the generalization; it is very common with respect to the Dearborn district.

Dearborn has adequate financial resources. There is an assumption on everyone's part that everyone who lives in Dearborn is affluent. Most of us know that Dearborn is really two cities geographically separated by the Ford Motor Co. in the middle. There is one end of it that is almost 100 percent affluent, another that is almost 100 percent poor and a problem area.

So, when you look at the averages from Dearborn, the averages might look pretty good. What bothers me is that the east end of

Dearborn would provide the scores for your testing that would give Dearborn money but there is nothing in this legislation that assures us that the Dearborn officials would do any better job than they presently do in sharing that money between east and west Dearborn.

Detroit has gone through a very recent change in the control of its schools—not without pain—which would give us more assurance that once these funds reached Detroit, the testing would be carried on in a way that would move it toward the children with the greatest need. But wouldn't we really just be entering a new phase of the same kinds of local administrative discrimination that have given us so much pain in the past? How do we, using testing, get away from this basic weakness that we have in the other distribution formula?

Dr. PORTER. Congressman Ford, as one of our Representatives and one that has supported educational services, I know, from our conversations over the past 4 or 5 years, that you are concerned about title I—in effect, the concept that we are talking about independent of this bill and the concept you have supported—and I should like to respond briefly by attempting to pinpoint three issues that you raise.

First of all, we don't differentiate, in our legislation, between River Rouge and Inkster. The reason we don't at this point is that we have separated the increasing—which is needed—the increasing of teachers' salaries and the expenditures per district, of which 80 percent is salaries, from the added funds necessary to make a difference in the delivery system.

Now, that is a very important point. In other words, yes, River Rouge is the fifth-highest expenditure district in the State, but River Rouge's performance is no better than Inkster's, and we happen to believe that the children in River Rouge at this point that are performing less than satisfactorily must be provided assistance and the teachers must be given added assistance.

Some people have criticized that and said we ought to move in and change the salaries in River Rouge, but that gets to the whole Supreme Court issue of local control et cetera.

The second point that I would like to make is that this bill does recognize that there are two Dearborns, and it does recognize the fact that we have an obligation to respond to the needs of the other group of children in Dearborn, one of the points, I think, Congressman Quie has made reference to. Dearborn does not have, let us say, a large concentration of socioeconomic that they would qualify for a great deal of title I funds possibly, but it is conceivable that there is poor performance there, that they could be aided.

The final and third point that I should like to make is that we are concerned about whether or not this money gets down to the district and why some money in Detroit makes a difference and some money somewhere else doesn't make a difference.

We have tried to get OE funding to provide Congress with the answer to the question, "Why is it that, under this program, we are able to make a difference and, under the other program, we were not able?" At this point, we haven't been successful, but we are very concerned about the issue that you have raised.

Dr. FORD. Now, you have been engaged in developing a program of accountability for some time. It has unfortunately come at a time when other things cause people to be oversensitized, coming out of the State Capitol in the way of education policy. There has been a substantial amount of discussion and some rather strong disagreement over this fear that somehow there would be established a system where people could look at a chart and stigmatize the children from one school district as being children who are low achievers and, unfortunately, create the impression that a majority of children in another school district were high achievers.

Once it gets on a chart, it gets disassociated from the other recognizable factors that might bring that to pass; so, as time goes by, there is a fear on some people's part that this will, in effect, have an effect on the students in the school system.

There can be no question that the perception a student has of his school system, whether he believes that it ranks as a good system—just as when he plays on a basketball team for one school as distinguished from another—has a great deal to do with his performance and willingness to attend school every day and to participate and so on.

What about the argument that is raised that you would have a stigmatized effect by anything that made a more or less constant comparison between basic skill achievement in one school district versus another?

Dr. PORTER. First of all, I think that the school must be more to the child then just basic skills. If that is all the schools are going to do, we should close them up. There is more to the development of our youth than teaching them how to read, write, and compute.

I wouldn't ascribe to that as being the whole focus of public education but I think, to the contrary, moving in this direction is going to be the best thing that has ever taken place for the teaching profession; because accountability, as I have attempted to share it throughout the State and country, is an attempt to enable the profession to say what it can do and what it cannot do and not to assume a great deal of vague responsibilities to try to revolutionize and socialize America, which is larger responsibility than what can be done within the school.

Let me say one other thing. We are under attack, those of us in public education—I consider myself to be a teacher—that we are not very successful, that we are not making a difference; and what this attempts to do is to say to the public and the parents: "Here is what we think we can do"—and to students, and I think that we are going to be able to shut the critics up who have said that schools can't make a difference. The reason they are saying that now is that we have never put out what it is we think we can do; so it is just the opposite, as I see it, from having a chart.

Finally, I happen to believe that most children, whether they be from Kentucky or Mississippi or California, in time can do most of the things that we, as public school people, think they ought to do if we make some modifications in our delivery system. I don't think that children are so deprived that they can't learn the basic tools for successful adult living.

As I see the key features of the new discussions and so-called accountability—I don't call it that; I try to call it reporting results—is to tell people in advance what it is that we would like to accomplish in terms of pupil expectations, to assess the needs of the pupils so that every child isn't getting the same pablum between 8:00 and 3:00, 5 days a week, 180 days a year, which is what takes place now, and to apply different kinds of delivery systems in order to get different kinds of kids to do things better, then reporting at the end how successful we were.

Now, that, to me, is not putting it on a chart; that, to me, is providing for diversity, providing for individual differences, and I think it is accountability.

Mr. Ford. Except that ultimately the formula you are using for section 3 results in a chart that gets up to Lansing, and the relative support for the school districts is predicated on a ranking from 1 to —what is it—560 now? How many school districts do you have?

Dr. Porter. Five hundred and thirty.

Mr. Ford. And we have charts running around that show us what the relative standing of every school is. You just rattled off that River Rouge is the fifth-highest expenditure district, but another chart will show that it may be second or third in terms of its capacity to expend.

If you look at another chart that is based on what its locally voted mileage is, it will have a different ranking. And these are the kinds of rankings that people have come to understand as a way of rating a school district that have nothing to do with the children or teachers in the school system; they have to do with a lot of hunches we have about what makes a good school system economically in terms of support.

We have seen how very emotional it gets every year with the adoption of the regular school aid formula with the arguments about why people in the Upper Peninsula can't understand the special needs of Detroit and why Detroit doesn't understand the special needs of Inkster or Wayne-Westland and so on.

How have you avoided this kind of a confrontation with testing? Is it accepted any more or any less with grace than the other factors that have been used to divide up money?

Dr. Porter. I think that is an excellent point. One of the reasons why I support the concept of this legislation is that it will enable us to move away from the charts that you have made reference to. I think the fact that the Detroit Region 1 that is right down in the innner city voluntarily agreed to help us develop new instruments for that very reason.

What we have attempted to do is to separate the inputs which you made reference to of the dollars, the pupil-teacher ratio, the number of books in the library, the average salary of the teachers, and all the other inputs that we have always used in the past to evaluate the quality of education from the output over here, which will now say: "Here is what you said you wanted to do. Were you able to do it?"

And I think that that is going to get a lot more play than the inputs that we have used in the past, Congressman, and I think you are right in saying that the charts in the past have been used to rank the schools based upon input when, in some instances, the inputs didn't correlate with the outputs.

Mr. Ford. All right. Back again now to this: When we wrote the Elementary and Secondary Education Act, we started with the assumption, that there is a high correlation—you can define "high" as whatever percentage seems high to you—between low-income concentration and educational deprivation. We said, okay, now, here is one set of figures—and in that it is available, we can get a computer to figure this out for us—and we distribute the money to the States on the assumption that they will divide up the money in something close to a fair basis. Then, however, we compound any error in the correlation by saying that the distribution within the State will continue to be on the basis of the relationship between the incidence of poverty and its concentration—not degree of poverty but whether you live in a community of poor people and have a relatively large number of poor people around you, not what your individual situation may be.

Unfortunately, that has been carried all the way down, so that, in a multiple school district situation as between the school districts, it still works down. So that at each step, if there is any error in the correlation, the error continues to multiply one time against the next.

With that in mind, what if we were to proceed on the assumption that there is still validity in that correlation when you are dealing with a sample as big as the whole school population of the country and relative ability of States to take care of education. Then we stopped there when we got to the State border and said, within your State, you may either continue using the Title I type of distribution that we have, or, if you have a system such as you have described here in Michigan that you believe would more equitably distribute the funds, subject to criteria established by the Office of Education what do you think the practical possibility would be that you could successfully get Michigan to operate for a testing distribution plan like Mr. Quie talks about solely for the State of Michigan rather than the present distribution system?

Dr. PORTER. Well, I happen to believe——

Mr. FORD. That is a fairly subjective——

Dr. PORTER. That is right. As I said in my testimony, we are fortunate enough to be able to accept the concept in Congressman Quie's proposal. It wouldn't affect us. Other States, I think, may have some difficulty gearing up to it.

Mr. FORD. No; but suppose that, instead of changing to the Quie formula, we simply said: Once we decide how much Michigan will receive for disadvantaged children, you have an option of either using the method that is presently prescribed for title I or adopting the same method that you have in your section 3 funds.

As a practical matter in Michigan at the present time, what would the reaction to that be? Would it be likely that the legislature or the State board or whoever had to make the decision would let you do it?

Dr. PORTER. Well, I was going to get to that point. I think it would be tremendous, and let me tell you why. When we made the share, that was written into our legislation, that you couldn't use section 3 and title 1 funds in the same school, which created some problems for some of our schools because they had different delivery systems.

Now, if we were to accept your proposal, we would be thrilled because, instead of our running two separate programs—$23 million to do it this way and $50 million over here—we would have $75 million which we could then concentrate and probably take care of the whole group of students.

You see, the way it is now, we can't use the section 3 money and title I money with the same kinds of kids. We have to use title I money with one kind of a population and section 3 with a different kind.

If what you are saying would take place, we would be able to package all of that and have a comprehensive State-Federal combination plan that could deal with all students with academic deficiency. I would be very supportive of that because it would eliminate a headache that we have now and a load of filing of Federal reports.

Mr. FORD. Michigan may be unique. Maybe you know of other States that have done this. But you and I, before this committee previously, have discussed the fact that, while other people around the country were complaining that Federal priorities establishing the elementary and secondary education act ended up in strings being attached to the money that prevented the effective use of the money, Michigan's legislature followed the pattern of title 1 and adopted almost a little title I program for Michigan.

But, in a very short time, you were able to convert the delivery system in that little title I program to a program that relied entirely on economic deprivation for its distribution, to a program that uses what you have come to define as educational deprivation, which was really the purpose we started out to get and didn't know how to get there. As Al has said, we continue measuring something other than that which we are trying to measure.

Have any other States followed this pattern of using targeted funds for supplemental services with a correlation on either the poverty factor or educational factor that you are describing?

Dr. PORTER. There are a number of States that have State funds —New York, California—for the socioeconomically disadvantaged. There is no State now but Michigan that has the section 3 program that the Quie bill is patterned after in part. However, we have had a number of States that have been coming to Michigan asking for this kind of information.

As I said before, it is not a matter whether one supports the legislation or not; the simple question, Chairman Perkins, is: Can we respond to the critics? The critics are saying we don't make a difference. We couldn't get the hard data on title I because, on title I, we didn't move in this direction. We had to have the hard data to say to the critics: Yes, public education does make a difference. And I suspect you are going to see more State legislatures wanting to move in this direction.

Mr. FORD. One final question. How do you handle the question of maintenance of effort with supplemental funds that you distribute under section 3?

Dr. PORTER. The maintenance of effort is under title I, and we also have it under section 3. What we say is that, within a school district, there must be, except for the varying teachers' salaries, a maintenance of effort for one year to the next in order that you don't have the problem of some schools' within a district having an inordinate amount of money over others, so we do make this effort.

Mr. **Ford**. But you are spending $23 million Statewide for services that must be identified as supplemental services; you said that 85 percent of the money or something like that is aimed at reading and math and that sort of thing.

Dr. **Porter**. Yes.

Mr. **Ford**. How do you keep a school district, with other pressures on its money, from doing what they are now doing with general revenue sharing in the cities and elsewhere? Some of the stories we are hearing now about how cities are moving money around so it ends up giving all the firemen and policemen a pay raise and maybe buying a swimming pool or, if the mayor is up for election this year, the common thing is to cut taxes a little bit and not improve services. How do you keep this from happening?

If we were to free up this money in Mighican, what assurance would we have that a Dearborn that is making an expenditure for its children with special reading problems and math problems would continue to spend as much of its local resources rather than simply letting this money replace local effort? How do you do that now?

Dr. **Porter**. Okay. There are two factors in effect. I will just identify them. Maintenance of effort is one that you identified, and it is also tied in with comparability of funding within the schools.

Given the fact that we have both comparability and maintenance of effort, the one item identified, three observations about this legislation, I think, need to be clarified. The one factor that is not in the bill that is in our bill that makes the difference you are talking about is financial incentive.

If Dearborn—and you have used Dearborn several times—wants the money, they have got to identify the student. They have got to identify the need of the student in terms of what it is that they think their expectation is, and they have got to report, after that instruction was provided, whether or not it made a difference for that kid.

And you just can't get around that kind of result, so they can't use the money for increasing salaries or they can't use the money for something else unless that shows that it is making a difference; because, the following year, if it doesn't, they don't get the money.

So, I mean, that is pretty raw, but you can't——

Mr. **Ford**. You still haven't solved my problem. I am not concerned with the overt conversion of funds to other purposes. That is easy to handle. But the more common way of converting the funds occurs when you are examining your budget for next year and say, Well, fine, we are going to receive X dollars from the State. Now, under section 3, that means we can cut back on that part of our budget that we have been setting aside for speech therapists. We will say, "or for reading teachers" and use the State money instead. That will free up this money so we can reduce the overall teacher-pupil ratio by hiring some more teachers throughout the school system.

How, under section 3, do you prevent them from converting the section 3 money into that kind of a general thing?

Dr. **Porter**. Well, now that is maintenance and effort again.

Mr. **Ford**. But maintenance and effort, you described to me, deals only with an open attempt to convert the funds or use them for some other purpose. What I am concerned about is the way it is more commonly done, of using the funds for the purpose mentioned but using funds that would have been used for that purpose for something else.

Dr. PORTER. Prior to 2 years ago, this may have been possible, but two factors—first of all, if the money is diverted for a speech therapist, let us say, that is possible. If that shows—and that is an input—if they can show that the student that they identified as being in the lowest partile or decile improved in his basic skills—in other words, one of the things that we have been saying to teachers in Michigan is: "I really don't care if you take the kids to the zoo every day as long as you are going to show some output in terms of that input."

I have enough confidence in the teachers and the school people that they won't, under our program, be diverting funds knowingly into various other kinds of activities not related to the output for the student's performance; so we haven't had to specifically respond—now that I understand the question—we haven't had to say: "You are going to be held accountable for this and these kinds of dollars." In fact, we have left section 3 very open. "You can use section 3 money any way you want to, but it has to be on section 3 students and it has to be in section 3 buildings." And we have had just the opposite from your concern.

In most of the school districts, the central administration, because of this financial incentive, have now said: "We are going to give you the money right down to the building, and you are going to be held accountable at the building rather than taking it as we had it in title I, trying to develop a systemwide approach."

So we are finding decentralized administration of our section 3 program because of this new financial incentive and because of the emphasis on pupil output.

Mr. FORD. Thank you very much. Thank you, Mr. Chairman.

Chairman PERKINS. Let me ask you, Dr. Porter, whether you have found the Elementary and Secondary Education Act to be flexible insofar as setting up your program of accountability.

Dr. PORTER. Yes, Mr. Chairman. Let me say that, without the Elementary and Secondary Act of 1965, we couldn't have moved in Michigan to where we are today. There would have been no way. And, to me, that was one of the historic pieces of legislation that moved us to the point where we are in public education. In the long run, it is going to be one of the salvations of public education.

Chairman PERKINS. And you are especially satisfied with the achievement results obtained within the past couple of years?

Dr. PORTER. Yes, I am.

Chairman PERKINS. And you feel that you are reaching the hard core that really need these special services in your State under the present law from the standpoint of inadequate funding; considering the amount of funding you have, you are serving the poorest of the poor in your judgment?

Dr. PORTER. In my judgment, I think we are responding to the economically disadvantaged under title I about as effectively as we can, given the legislative and regulation constraints.

Chairman **Perkins**. You made a good witness today, but I think I will ask the good witness three or four other questions. If we shift the title I formula to a testing basis, don't you think that some school districts will try to make their performance look bad so they don't lose title I money? This would especially be true after the first year because, if their students improve, then they lose money; and, if I understand your approach, your approach with the State programs is just the opposite—school districts have to show improvement or they lose their chapter 3 funds. Am I correct?

Dr. **Porter**. You are correct.

Chairman **Perkins**. And am I correct all the way in my statement of that question?

Dr. **Porter**. You are correct all the way.

Chairman **Perkins**. We heard testimony in Moorehead last week that statewide testing would not help teachers to measure the performance or needs of particular students because the tests are too broad and not individualized enough.

Now, if that is true, then your comments supporting the Quie bill would be inappropriate because you have said that one of its strengths is that a teacher will be able to tailor his teaching to the student's needs, and that is what you mean if I understand and analyze your statement. Is that correct?

Dr. **Porter**. Mr. Chairman, that is correct. In my presentation, I made three observations about the proposed legislation that I thought had to be clarified. One of the items that I indicated that I thought needed to be clarified was the fact that you cannot use the instrument for identifying the students as the instrument for determining their progression.

Chairman **Perkins**. Well, now, let me put this question: If I understand you correctly—when you said that you oppose the provisions of the Quie bill which would distribute funds among the States on a testing basis—now, if that is so, how, then, should we distribute the funds among the States in your judgment? Just give me your opinion along that line.

Dr. **Porter**. I don't know, from my analysis, that the Quie bill—and I have a copy of it, and I read it three or four times, and I have talked to a number of so-called experts on the bill—whether or not it does indeed establish national standards for fund distribution and not for education.

My hope is that it would not establish national standards for fund distribution but national standards for education, and this is very important, and I am not trying to be disparaging about this; in fact, I am saying it, in effect, off of the record, but the fact of the matter is that right now I suspect that if you distributed the funds based upon national standards, a State like Mississippi would get an inordinate amount over Michigan because our standards, based upon all of the data we are able to get from national assessment, would be higher and, therefore, you would not have the kind of distribution that adjusts itself to the 15 or 20 percent academically deficient children in Michigan.

And that is why I would be very concerned about that legislation and, therefore, I would suggest that there would have to be a companion allocation so that the funds could be—and I think this is what Congressman Ford was saying—the funds could be distributed to the States in such a way that the 15-percent academically disadvantaged with respective States, or the 25 percent, in some way would be provided these kinds of title I funds.

But, if you did it by States, I think it is safe to say that Minnesota and Michigan would have less academically disadvantaged, nationwide, then some other States.

Chairman PERKINS. Now, Dr. Porter, many States don't have the leadership that you are giving the State of Michigan, but let me ask you a question inasmuch as you said, if I understood you correctly, that you have just started your chapter 3 program this past year. Is that correct?

Dr. PORTER. Our program has been in operation for 5 years but, in the past 2 years, it has been under the concept similar to the Quie bill.

Chairman PERKINS. Yes. Now, since so many other States do not have a program of this type, don't think or feel that it would be prudent not to shift all the title I funds to this approach until we experiment more from a more universal viewpoint—in other words, let some of the ongoing programs continue as they are, especially when those States don't have the experience your State has with testing? Would it be fair to shift all the title I funds to a testing formula in States which don't have any experience with testing? That is my question.

Dr. PORTER. I realize that it is going to be, for some States, maybe somewhat traumatic to make the shift. The proposed legislation would call for an implementation of July 1, 1975, roughly 2½ years.

Chairman PERKINS. Don't you think the other States may need a longer time since they are not as far advanced as your State—some of the States, not all of them by any means—and need to take some time with it?

Dr. PORTER. I know my limitations, and I am not a technician like the Educational Testing Service, American College Testing Service, and some of the others. It took us a little better than 18 months to make the transition. It took us 18 months. I suspect it is going to take the Nation considerably longer than that.

However, I think that the concept is just absolutely essential, and the concept of moving from where we are today to account for what we do is important enough to set in motion this type of legislation, Mr. Chairman. It may well take longer than July 1, 1975, but, with the cooperation of the Office of Education, with quick legislative action, it is possible that it could be achieved.

I just couldn't say that it can't be done in 2½ years. I will say it would take a lot of muscle, a lot of cooperation, and a lot of quick regulations out of the Office of Education to get it done, because it took us over 18 months just to do it within our State.

Chairman PERKINS. And most likely it would take much longer for many other States in my judgment.

Now, don't you feel that it may be best to just let the school districts experiment and evaluate testing programs of this kind before we make it statewide?

Dr. PORTER. Well, I think, in my opinion, that it can be done. I think it is important that it be done. I think you are absolutely correct that it is going to vary considerably among the States and that some States—from my conversations with chief State school officers—if there was some way that they could, in the next year or two, begin to gear up for this, it would facilitate the transition.

So I would have to say that, if you are asking me "Would it be a lot smoother for the State education associations and for the school administrators and for the State education officers to have some experimentation in the next several years?" I would say: Absolutely.

And it won't work—let me tell you it won't—if the States lose title V. So, if you want to move in this direction, you are going to have to have stronger—not stronger in terms of control but in terms of leadership, because, as Congressman Ford knows, I have been raked over the coals over the past 4 years quite heatedly, but I must say that one of the biggest supporters that we have in Michigan right now is the Michigan Education Association, and I just shared with Congressman Quie an article they wrote about this whole program.

Their position is that "We are going to wait and see. It looks like it might make a difference. If it does, we are going to join them." And we have taken time to bring along the teachers and hopefully, in fact, a lot better than we did the administrators. So, in that sense, I would have to agree with you that time for experimentation in some other States might be a necessity.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Doctor, one thing the chairman asked about is that, in my bill, if the school improves the achievement of the child, then they won't get as much money later on; and, in your bill, they lose money if they don't achieve. But it seems to me, under your law, section 3, where we test the fourth and seventh graders, if in a subsequent year a school district has fewer educationally disadvantaged children, they will lose money there, too. Isn't that right?

Dr. PORTER. Yes; if the students are moving out of the district or if they are moving out of the lower 15 percentile. But one of the key features of our bill which I don't think you have—I was hoping someone would ask me this question.

What we are trying to do is determine, in Michigan, how much money it takes to make a difference and how long do you need that money; so what we are saying is: If indeed in Inkster—and let me just set the stage for your question because it is one of the most important questions raised—if it takes $1,000 to provide a quality education program based upon some measures, hopefully, that we will have in Inkster, they will have only $650, which is $350 less.

The question that we are trying to answer is: Does Inkster need an additional $200, $250, or $350 in order to provide that kind of quality education?

So one of our proposals—and we had it in the legislation—is that if it takes additional section 3 money on a continuous basis for a school district to get up to a level and then to maintain that, then that ought to be moved into the basic aid formula and not part of the experimental chapter III, and that is the response to that question.

Mr. QUIE. Now, if we continue on the poverty basis, isn't it also true that a school or a State or what have you loses money if they don't have the same number of poor children any more, as evidenced by Kentucky in the U.S. census information?

Dr. PORTER. Well, yes. One of the problems with the census information is that, as we change the socioeconomic status of people, working status, and change the level of economical deprivation, it doesn't mean that the students are improving in their academic performance. This is correct; it is one of the problems.

Mr. QUIE. Suppose, instead of waiting for 10 years for that census information, we depend on estimates instead. Suppose a plant moves into an area where there are economically deprived people and they get jobs in that plant, so from a $2,000 income they move up to $10,000. Under the estimate, do these children cease to be educationally deprived just because their parents increased their income by $8,000?

Dr. PORTER. That is one of the problems—correlating education deprivation with socioeconomic. That is a wide one to address your attention to. But what we are saying, in effect, is that the job of schools is education primarily and, therefore, there ought to be closer relationship between the two.

Mr. FORD. Would you yield there?

Mr. QUIE. Yes, I yield.

Mr. FORD. I see that same set of factors as a problem, but I see it in a different way than Al does. What concerns me is we are talking about data that gets very old and doesn't always have a great deal of relevance to the facts of who is where at any given time.

But if you are in an area where you have large numbers of people —let us take Michigan, for example—again just in the area of the migrant dropout, we are told by your State director of migrant education that Michigan is now regarded as the greatest receiving State for migrant children. We are at the end of the growing season—and I suppose you must have some of this, too, in Minnesota, Al—where there is nothing left to do but stop off and put the kids in school.

As a matter of fact, we know, from the changing patterns in Detroit, Grand Rapids, Kalamazoo, Lansing, that large numbers of people are coming to our State with all kinds of problems. This happened to us in the past when the hope of auto jobs was held out to people who arrived and found they couldn't get them or keep them. We disproportionately are inheriting the educational problems of other areas of the country, but the other area of the country is still getting the money on the basis of data that is 10 or 12 years old.

The Spanish-speaking population in Detroit rose, I understand, from around 20,000 to over 100,000. That doesn't mean these are all people with educational problems but, when you look at the source of that increase in population, you will find that it is almost entirely migrants who are ending up settling in the city. Detroit is receiving no money under the present system to fund that increase.

So, on the one hand, you have what happens to a place losing its poor children when you ultimately take a census, but that is only a one-shot deal. More importantly, the urban industrial areas have been receiving children without their being counted.

Maybe I shouldn't use Detroit, because that appears to be a parochial approach. However with the population of this country changing from 80-percent rural to 80-percent urban in the short time that it took to do that, there have got to be some dramatic shifts. If we can't do something to update the data on a national basis, we could do something to help the problem if we could update it within the States, because we know that the poor people in Michigan don't live where poor people lived 20 years ago.

While our overall population stayed the same between 1960 and 1970, we stayed at the national average increase but, for the big increased of the 1950–60 period, we dropped off. We do know that nevertheless the shift continued to take place, and the children aren't where they were then measured on the basis of improvement.

Mr. QUIE. Just look at Southwest Washington. It was made up of affluent people. Then the percentage of poor people increased. Recently urban renewal took over and it now has all these expensive apartments. You have to be a grade 18 and above in order to live there. Within virtually 15 years we saw it turn over twice.

Dr. PORTER. In the new proposal, what we are trying to do does give you an annual reassessment, rather than have to go really upon data that is older data.

Mr. QUIE. One thing Mr. Ford asked about was whether the money would go for the disadvantaged children, as defined under my bill. Do you distribute the money on the basis of testing? I have in the bill that it would be a requirement to concentrate either on the most severly educationally disadvantaged or the schools were they have the most severely disadvantaged or grade level.

What do you have in section 3 to make certain that the money is used for the most disadvantaged? You count the 15 percent but you don't limit it to the 15 percent. How are you sure that those who rank lowest to 15 percent are getting help?

Dr. PORTER. Well, because the law says, and then our regulations which follow them up, they must begin with the most severely academically disadvantaged and work up, and therefore, you have to start from zero, and in Detroit, for example, they never got up even as high as the 15 percent at this point.

Mr. QUIE. That is all the questions I have.

Mr. FORD [presiding]. Mr. Lehman?

I just have a couple of quick questions for you.

What percentage of the eligible title I children are receiving title I aid from Michigan?

Dr. PORTER. What percent?

Mr. FORD. Yes.

Dr. PORTER. We have 500 of our school districts participating in the program, and we think that we are taking care of about half.

Mr. FORD. About half of the possible eligible?

Dr. PORTER. Yes.

Mr. FORD. What bothers me is we got fixed money coming in and unfixed needs for it, and it comes to a choice. If you take money and give it to children that are educationally deprived from test scores, the only place this money can come from is from the money that is now going to those 15 percent of the children that are still getting aid, the most needy children that are getting aid under the title I program.

Dr. PORTER. Well, one of our recommendations on the contrary would be just the opposite. As I indicated before, you entered, Congressman——

Mr. FORD. Excuse me, but that is the only place the money could come from. If you got fixed money and you wanted to put it into some of these other programs based on test scores, the only place it could come from is from the children that under present law are getting it under the low-income category.

Dr. PORTER. This is true, except we think that if we can package —and many States have a State program—if you could package the title I money and the State program money together, you could probably meet the needs of 90 to 95 percent of the students.

The way it is now, the amount of money varies by concentrations. In other words, under one program you might spend $400. Under another program you might spend $350. Some of our title I programs are spending $100. Under our section 3 program, it is $200.

What I am saying is that as we now begin to identify successful delivery systems, if you could pool that $75 million, we could take care of—and this is what we have estimated in these documents which I will share with you—about 90 to 95 percent of the students, which I think would qualify nonspecial education and others. But the rules won't allow that commingling of funds at the present time.

Mr. FORD. The Michigan rules, not the Federal, because they do it in other States.

Dr. PORTER. Well, no, the Federals won't. You see, under the Federal rules, the students have to be concentrated.

Mr. FORD. I see. I remember now. Okay.

The only thing that bothers me is I would like to help the kids with the low test scores, but not at the cost of diminishing the programs for the kids that are from the low, low-income families now getting these kinds of funds. To me, the way I look at it, maybe I am oversimplifying, it is not low income and low test scores, but low income or low test scores.

Dr. PORTER. Well, I think you will find initially a high correlation between the two, and the key, I think, for us in public education, is to prove that we can make a difference not in changing the socioeconomic level of the kid or his family, but in changing his performance in terms of basic skills, which I think we can do.

Mr. FORD. I hope so. I think the more we study, the less we know what causes poverty, but one of the keys we are going to have to acknowledge a possible solution is education. We hope so. Thank you.

Mr. QUIE. Dr. Porter, you indicated that you are covering about 55 percent of your eligible students. Now, by "eligible" you mean poverty eligible; isn't that right?

Dr. PORTER. That is right.

Mr. QUIE. So all of those so-called eligible students don't need compensatory education; isn't that right?

Dr. PORTER. Well, that is right. A great deal of them would not need so-called compensatory education in the sense that there is academic deficiency.

Mr. QUIE. Do you have any estimate of the academically deficient students and what percentage of them you are reaching? Once the money gets into the school, then anybody who is academically disadvantaged is eligible to receive help, and the poor who aren't educationally disadvantaged who have been counted aren't eligible to receive help. What percentage are you reaching of that number?

Dr. PORTER. That is an impossible question to respond to because of the way our programs are administered. As I indicated before, we feel that we have in the 20 percentile and below roughly 240,000 children. If we provide services for about 85,000 during the regular program—and I am just looking at our table 1 pupil participation in '82—we had 85,000 pupils in the September to June program. We had 72,000 in our summer program from a summer June-July-August, and we had 11,000 in our extended school year program.

Now, in some instances those may be the same students. In addition, we had roughly 160,000 students in our section 3 program, but you have some commingling here. Therefore, we are estimating that about 55 percent of the students, so-called socio-economic students, are being covered. How many of the students who have academic deficiencies are being covered, I am not able to say, because we can't put the two programs together. That is one of the unfortunate problems, but we hope to be able to do that soon.

Mr. QUIE. After eight years of the title I program, I think it is most unfortunate, that we can't put them together and get that information. I was going over the Glass study, and it shows that when you take the zero to $2,000 income, you have 68½ percent deficient in reading; $2,000 to $3,200 income, you have 58.36 percent; $3,200 to $4,400 income, 48 percent; $4,400 to $5,600 income, 39 percent deficient; $5,600 to $6,800 income, just about 27 percent deficient in reading.

When you look at the numbers of children in each of those income levels, $6,500 and below, there are about 6.1 million children that are deficient in reading, but when you go above $6,500 income, 10.1 million are deficient in reading. We don't begin to reach those who have educational deficiencies using the poverty criteria at all. There is just a host of kids.

I mean, when we say there is a high correlation between educational deprivation and economic deprivation, it is true, but there is a higher percentage that you aren't reaching at all by any means, those who really need the help, if you want to provide compensatory education to everybody who is below a certain level.

Dr. PORTER. That is true. One thing that counsel will find—I know the committee members won't have time to read all these reports. When your aides go through these books, there is something in them that you will see and I would like to make reference to it. It speaks to the issue of this incentive that Congressman Ford was talking about.

In the 1971–72 administration under section 3 where we required the financial incentive and production, 35 percent of the funds were used, and this gets back to your maintenance question, for materials and support services, 55 percent for additional salaries. In 1971–72 under the regular title I Federal program, 8 percent was for materials and 85 percent for salaries, and that is documented.

Part of the title I was adding additional aides, et cetera; whereas, under the section 3, when we look for the output result, which we didn't have under title I, the delivery systems dramatically changed.

Mr. QUIE. Thank you, Dr. Porter.

Mr. FORD. Thank you, Dr. Porter, for marching up the hill again to help education. We are proud that you take the time that we know is very valuable to you with all of our problems in Michigan to come a second time to Washington to help build a record in this committee for continued and hopefully expanded Federal aid.

The committee will stand in recess until 9:30 Wednesday morning.

[Whereupon, at 12:20 p.m. the subcommittee recessed, to reconvene at 9:30 a.m., Wednesday, March 28, 1973.]

[The following is an exchange of correspondence between Chairman Perkins and Dr. Porter in regard to the preceding testimony:]

MAY 15, 1973.

Dr. JOHN PORTER,
Superintendent,
State Department of Education,
Lansing, Mich.

DEAR DR. PORTER: In both of your appearances before the General Subcommittee on Education this year you made reference to the Chapter 3 State compensatory education program in Michigan. Now that the Subcommittee's hearings are completed on the Elementary and Secondary Education Act and we are preparing for mark-up sessions, several questions have been raised concerning your testimony and especially concerning your experiences with the Chapter 3 program.

I would therefore like to request that you provide me with answers to the following questions, if at all possible.

(1) What were the results of the post-tests, administered in May of 1971? Specifically how many school districts fulfilled the required 75% of their objectives?

(2) Why did the State Legislature grant a one-year waiver of the fiscal accountability aspect of the program after these tests were given? Was there opposition to the requirement that school districts' payments be based upon the level of student achievement as shown by these tests?

(3) Could you describe some of the problems encountered by teachers and administrators in giving the tests required by the Chapter 3 program? Specifically could you elaborate upon the problems mentioned in your evaluation report #1 for the school year 1971–72? Did any of the school districts use outside agencies to administer the pre-tests and post-tests? In those school districts where the teachers themselves administered the test did those teachers receive any special training for this purpose?

(4) Can you estimate the costs involved in using testing in the Chapter 3 program, including the costs of designing test objectives, validating objectives, designing and validating test items, printing, distributing, administering and scoring tests, interpreting results for fund distribution, and reporting results to local educational agencies for program development?

(5) Were the results of the May, 1971 post-tests used to formulate new educational programs or redesign present programs for individual students in participating school districts?

(6) In the school districts where children showed a significant degree of improvement were any studies conducted indicating which aspects of the funded programs resulted in these achievements? Are any of these studies presently available?

(7) What percentage of the Chapter 3 funds did each of the ten largest school districts in Michigan receive for each of the following school years: 1968–69; 1969–70; 1970–71; and 1971–72.

(8) On page 6 of your evaluation report #1 for school year 1971–72 you stated that $500,000 of the $23,000,000 which was appropriated was used for performance contracts. Could you please explain in greater detail how that $500,000 was used?

Since the Subcommittee is showing a great deal of interest in your Chapter 3 program, we would be most appreciative of receiving this additional information as soon as possible. Could you also please forward to us two copies of report #2 on the Chapter 3 program when it is available?

Thank you again for your cooperation.

Sincerely,

CARL D. PERKINS,
Chairman.

State of Michigan,
Department of Education,
Lansing, Mich., May 31, 1973.

Representative Carl D. Perkins,
General Subcommittee on Education, Rayburn House Office Building, Washington, D.C.

Dear Representative Perkins: Thank you for your letter of May 15, 1973 in which you raised several very important questions regarding Michigan's Chapter 3 program. I have asked my staff to prepare responses to each of your questions. These responses are attached as Exhibit A. I will be pleased to provide any further information I can. Two copies of Evaluation Report #2 will be forwarded to you as soon as they are available.

Sincerely,

John W. Porter.

Exhibit A

Responses to Questions Raised by Congressman Perkins

(1) What were the results of the post-tests administered in May 1971? Specifically how many school districts fulfilled the required 75% of their objectives?

Districts are held accountable for the number of students who reach the 75% accomplishment level. In 1971–72, slightly more than 66% of the students for whom matched pre and post-test results were available, achieved the 75% level of accomplishment. Over 62,000 children reached this level. The highest scoring district had over 91 percent of its students at the 75% level or above, while the lowest scoring district had slightly less than 24 percent of its students at the 75% level or above.

(2) Why did the State Legislature grant a one year waiver of the fiscal accountability aspect of the program after these tests were given? Was there opposition to the requirement that school districts payments be based upon the level of student achievement as shown by these tests?

The State School Aid Act was not passed and signed by the Governor until September 29, 1971 and until then there was considerable uncertainty as to the nature of the State Compensatory Education program for the following school year. It was impossible to develop administrative policies, establish guidelines, and hold public hearings on the matter prior to the opening of school in September. Needless to say, there was considerable lag time between knowledge of the availability of program funding and actual program implementation. By and large, schools were unable to implement programs prior to the month of November. In some cases, large school districts were unable to obtain the necessary tests for pre-testing prior to the month of November. All schools operated under severe handicaps in trying to implement a program and be held accountable for the program. It was felt there was no sound way of making the necessary adjustments in test scores to account for the varied starting dates for program implementation. Consequently, because of these circumstances it was felt that it would have been unfair to school districts to hold them accountable for the whole year, six months, or any other period of time.

There was and still remains a certain amount of opposition to any form of program accountability. Although schools have used standardized testing for many years in making judgments about children and for placing students into various programs, suddenly some Michigan school people began to see standardized testing as being an unfair measurement instrument for making educational judgments aboupt individuals. In addition, many schools expressed a complete lack of confidence in the ability of low achieving children to learn. Many urged that schools should not be held accountable for any kind of progress or that they should be accountable only for limited progress by Chapter 3 students. However, indications are growing that many educators in Michigan are coming to accept the concept of educational accountability. The differences occur in the methods and programs being developed to implement the concept.

(3) Could you describe some of the problems encountered by teachers and administrators in giving the tests required by the Chapter 3 program? Specifically could you elaborate upon the problems mentioned in your evaluation report No. 1 for the school year 1971–72? Did any of the school districts use outside agencies to administer th pre-tests and post-tests? In those school districts where the teachers themselves administered the tests did those teachers receive any special training for this purpose?

Each district was free to select the measurement instruments for use in testing Chapter 3 students. The district had to obtain prior approval from the State Department of Education if the test it wished to use was not on the list of approved tests issued by the Department.

The Department had little control over the actual conditions of test administration. Generally, tests were administered by local school personnel, i.e., teachers, principals, and counselors.

Guidelines for administration of tests were issued by the Department. It was expected that test administrators would follow the directions contained in the testing manual. Training of teachers who administered tests was not under the control of the State Department of Education. Thus, efforts at the State level with regard to training were limited to those instances when problems were brought to our attention or we were requested to provide specific assistance.

We are not aware of school districts who hired outside agencies or individuals specifically for the testing of students. Several districts entered into contracts for assistance in evaluating progress. Some of these services may have included test administration. However, the services usually provided were in the areas of design and analysis.

(4) Could you estimate the costs involved in using testing in the Chapter 3 program, including the costs of designing test objectives, validating objectives, designing and validating test items, printing, distribution, administering and scoring tests, interpreting results for fund distribution and reporting results to local education agencies for program development?

We asked the Lansing School District to provide us with estimates of per pupil cost *over and above* the costs of the regular district testing program. Lansing personnel have indicated that they believe these are conservative estimates, since much of the testing cost was subsumed by the regular testing program.

Costs associated with criterion-referenced testing of chapter 3 students in Lansing public schools—Grades K and 1 only

	Per pupil cost
Original summer workshop	$1.11
Materials (paper, pictures, cards, etc.)	.32
Typing, duplicating, collating	1.23
Test revisions	1.80
Cost of administering tests	11.92
Total	16.38

Costs associated with standardized testing of chapter 3 students in Lansing

	Per pupil cost
Purchase of tests for grade 2	$0.17
Administration of tests	.27
Retesting of some students	.27
Contracted test scoring	.13
Local data processed test scoring	.06
Associated processing and reporting costs	3.01
Total	3.91

The above cost estimates are rough breakdowns. The total costs to Lansing, over and above the regular testing program were $26,500 for 3,895 students or an approximate cost of $6.80 per pupil in 1972–73, exclusive of the costs subsumed by the regular testing program. It should be emphasized that the major portion of this additional cost is attributed to development of K and 1 criterion referenced tests.

(5) Were the results of the May, 1971 post-tests used to formulate new educational programs or redesign present programs for individual students in participating school districts?

(6) In school districts where children showed a significant degree of improvement were any studies conducted indicating which aspect of the funded programs resulted in these achievements? Are any of these studies presently available?

Questions 5 and 6 are tremendously important as we attempt to gather information needed for designing and delivering educational services to low-achieving children. The data are now being put togther which will give us some indication of successes of programs in the districts. Report No. 2 on the Chapter 3 program for 1971–72 will provide some very limited comparative information on high and low achieving districts. Evaluation results will be used by State Department of Education staff in working with districts to modify programs.

In an attempt to gain more information on effectiveness of programs, including cost effectiveness, we are presently seeking support to develop and pilot an expanded evaluation model which would focus on program process and provide answers to questions such as your question number 6.

(7) What percentage of Chapter 3 funds did each of the ten largest school districts in Michigan receive for each of the following school years: 1968–69, 1969–70, 1970–71, and 1971–72?

1971–72 was the first year of the present State Compensatory Education Program. Prior to 1971–72, the program was somewhat different in nature and funds were allocated somewhat differently. Table 1 (attached) shows the percentage of the State total funds which each of the ten largest Chapter 3 districts in 1971–72 received for each of the years requested. The table also shows the total State funds for each year.

(8) On page 6 of your evaluation report # 1 for school year 1971–72 you stated that $500,000 of the $23,000,000 which was appropriated was for performance contracts. Could you please explain in greater detail how that $500,000 was used?

In 1971–72 $500,000 of $23,000,000 was set aside to be used for grants to school districts to enter into performance contracts for instructional purposes. The regulations for supervising the performance contracts. (A copy of the rules is attached.)

The intent of the State Legislature in enacting the performance contract section was to provide a means whereby the feasibility of using experimental performance contracting for improving basic skills could be demonstrated and documented.

From December, 1971 to March, 1972 the Department sent Requests for Proposals for performance contracts to all local and intermediate school districts in the State. These RFP's were received and on April 28, 1972 the State Board of Education approved performance contracts for six school districts to serve as demonstrating performance contract programs: (1) Detroit, (2) Ingham County Intermediate School Districts, (3) Inkster, (4) Menominee, (5) Sault Ste. Marie, and (6) Kalamazoo Valley Intermediate School District.

The Pierce Elementary School in Detroit contracted with Intermarc, Incorporated to improve the reading skills of 371 underachieving students.

The Ingham County Intermediate School District contracted with Betti-Kit, Inc. to serve approximately 5,000 low achieving students in twelve local school districts. The twelve school districts represent a broad cross section of students, including, rural, suburban, and urban. The purpose of the program was to have at least eighty-five percent of the participants progress at the rate of one year of reading growth for one year in the program.

The Inkster School District contracted with Behavioral Research Laboratory (BRL) to improve the reading and math skills of approximately 1,000 of the lowest achieving students in several schools. BRL guaranteed one month gain for each month of instruction.

The Menominee Area Public Schools developed an internal performance contract. A group of teachers contracted with the School District to improve the computational skills of 300 students by developing new instructional methods in mathematics.

The Sault Ste. Marie Schools contracted with Newman Visual Education, Inc., to improve low achieving students' reading one month for each month in the program.

The Kalamazoo Valley Intermediate School District contracted with the Kalamazoo Learning Village in an infant development program. Several months after the program started the Kalamazoo Learning Village voluntarily withdrew from the performance contract program because of staffing problems and test development difficulties. No funds were expended from the original allocation for this project.

Pre-tests were conducted in September and October of 1972 under the supervision of an independent auditor. Each project also has an independent evaluator who is responsible for implementing the evaluation design.

At this point, interim evaluation suggests that several of the performance contract programs will make substantial gains in the reading and math scores of low achieving students. Post-tests will be given in May and June of 1973 and final results will be analyzed and reported by the end of June 1973.

TABLE 1.—PERCENTAGE OF SEC. 3 FUNDS ALLOCATED TO 10 LARGE DISTRICTS [1] IN MICHIGAN, BY YEAR, 1968-69 TO 1971-72

District	1968-69		1969-70		1970-71		1971-72	
	Allocation	Percent of State total	Allocation	Percent of State total	Allocation	Percent of State total	Allocation	Percent of State total
Detroit	$1,171,317	18.6	$2,229,835	22.8	$8,826,403	53.5	$11,853,400	52.7
Flint	419,064	6.7	1,287,290	13.1	1,283,724	7.8	1,202,400	5.3
Grand Rapids	357,857	5.7	1,171,609	11.9	1,049,556	6.4	1,073,600	4.8
Lansing	125,963	2.0	214,979	2.2	200,890	1.2	779,000	3.5
Pontiac	134,294	2.1	321,912	3.2	345,482	2.1	702,200	3.1
Saginaw	110,115	1.7	859,577	8.8	653,007	4.0	683,600	3.0
Wayne, Westland							537,200	2.4
Kalamazoo	135,571	2.2	171,939	1.8	293,885	1.8	385,600	1.7
Highland Park	355,656	5.6	431,393	4.4	271,879	1.6	369,000	1.6
Jackson	87,569	1.4	126,906	1.3	124,004	.7	367,800	1.6
Subtotal	2,897,406	46.0	6,815,440	69.5	3,048,830	79.1	17,953,800	79.8
Total, State allocation	6,300,000		9,800,725		16,500,000		22,500,000	

[1] The districts on this table were the 10 largest chapter 3 districts in 1971-72.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
GENERAL SUBCOMMITTEE ON EDUCATION,
RAYBURN HOUSE OFFICE BUILDING,
Washington, D.C., July 17, 1973.

Dr. JOHN W. PORTER,
Superintendent,
Department of Education
Lansing, Mich.

DEAR MR. PORTER: Thank you very much for supplying me with answers to the series of questions I sent to you on May 15th regarding the Michigan Chapter 3 Program. I found your answers to be very helpful to my understanding of the program.

After reading your answers and after further thought, I would like to submit to you two additional questions regarding the program. I would appreciate receiving your answers to these questions as soon as possible.

First, I would like to know how funds were allocated among school districts the first year you used testing as the basis for distribution of funds? Was it first of all determined how many students there were in each school district who scored below the 15 percentile on the State assessment battery? And, then if funds were not sufficient to give each school district an allocation of $200 for each one of those students, was there a priority in funding for the school districts with the highest percentages of students falling below this percentile? Does this priority in funding explain why Detroit's share of the funds increased from 22.8% in 1969-70 to 53.5% in 1970-71? Describe the allocation of funds in the subsequent years.

Secondly, once these funds were allocated to school districts, what criteria were used to determine the eligibility with these funds?

Thank you again for your cooperation, and I look forward to receiving your responses to these questions.

Sincerely,

CARL D. PERKINS,
Chairman.

STATE OF MICHIGAN,
DEPARTMENT OF EDUCATION,
Lansing, Mich., July 27, 1973.

Hon. CARL D. PERKINS,
Chairman of General Subcommittee on Education, Rayburn House Office Committee, Washington, D.C.

DEAR REPRESENTATIVE PERKINS: Thank you for your letter of July 17, 1973 in which you raised two additional questions regarding Michigan's Chapter 3 program. I have asked my staff to prepare responses to these questions. These responses are attached as Exhibit A. Incidentally, I am also enclosing Exhibit B for your information. Exhibit B is Report Number 2 and the final summary of the Evaluation of the Section 3 Program in Michigan 1971-72 school year.

I am pleased that the information contained in my letter of May 31, 1973 was helpful. I shall be glad to provide any further information I can.

Sincerely,

JOHN W. PORTER.

Enclosures (2).

RESPONSES TO QUESTIONS RAISED BY CONGRESSMAN PERKINS

(1) How were funds allocated among school districts the first year you used testing as the basis for distribution of funds? Was it first of all determined how many students there were in each school district who scored below the 15th percentile on the State assessment battery? And, then if funds were not sufficient to give each school district an allocation of $200 for each one of those students, was there a priority in funding for the school districts with the highest percentages of students falling below this percentile? Does this priority in funding explain why Detroit's share of the funds increased from 22.8% in 1969-70 to 53.5% in 1970-71? Describe the allocation of funds in the subsequent years.

It is important to note that *1971-72 was the first year of the present State Compensatory Education Program.* Prior to 1971-72, the program was somewhat different in nature and funds were allocated differently. (See Exhibit A, pages 4-6 of attachment titled "A Description and Evaluation of Section 3 Programs in Michigan 1971-72, Report Number 1.")

In 1971-72, the first year in which results of the Michigan Educational Assessment Program were used for allocation of funds for the State Compensatory Education Program, the following procedures were used. Each district's allocation was calculated using composite achievement scores of children in grade four and grade seven from the 1970-71 assessment battery. The calculations were made as follows:

(a) In each district, there was calculated the percent of grade four students scoring at or below the 15th percentile in composite achievement as measured by the 1970-71 basic skills battery of the Michigan Educational Assessment Program. State norms were utilized. Thus, the "average" Michigan district would have 15% of its grade four pupils scoring at or below the 15th percentile. A district marked by a high incidence of low achievers might have as high as 40% of its grade four pupils scoring at or below the 15th percentile.

(b) It was assumed that, in any given district, the percentage figure for grade four would also hold for grades kindergarten through three.

(c) This percentage figure was multiplied by the district enrollment in grades K-4.

(d) To obtain the percentage figure for grades 5-6, the composite achievement scores for grade 7 were utilized. This percentage figure was multiplied by the grades 5-6 enrollment.

(e) The totals obtained in (c) and (d) above were added together and multiplied by $200 to determine the total funds for which any given district was eligible.

Example

Grade and enrollment:	Percent at or below 15th percentile
(A) K—1,000	
1 —1,000	
2 —1,000	
3 —1,000	
4 —1,000	30
5 —1,000	
6 —1,000	
(7)—	35

(B) 30 percent × 5,000 (K–4) = 1, 500
35 percent × 2,000 (5–6) = 700
Total 2, 200

(C) 2,200×$200=$440, 000

Priority in funding districts was determined by allocating funds to the district with the highest percentage of students at or below the 15th percentile, then the district with the second highest percentage of students in this category, and so on until the $22,500,000 available was depleted. This procedure allowed funding of 67 districts. A district had to have at least 30 students at or below the 15th percentile to be eligible for funding.

The allocation procedure described above does not explain the increase in Detroit's share of funds from 1969–70 to 1970–71 since these funds were allocated based on a different set of criteria, which are explained in Exhibit A.

In the second year of the current program (1972–73), each district received the same amount of money it had received in the previous year. No change was made in the funds allocated to each district since the State Legislature granted a one year waiver of the fiscal accountability aspect of the program. The reasons for this waiver are explained on page 1 of Exhibit A which accompanied Dr. Porter's letter to Congressman Perkins on May 31, 1973.

For the third year of the program (1973–74), fiscal accountability is to be enforced based on the results of the program in each district during 1972–73. Each district will receive (a) $200 per pupil for those students who achieved 75% of the objectives in 1972–73, (b) a prorated portion of $200 for those students who achieved between 1 and 74% of the objectives (i.e., 1% accomplishment=1/75 x $200; 74% accomplishment=74/75 x $200); and (c) no funds for students at 0% or below level of accomplishment.

(2) Once these funds were allocated to school districts, what criteria were used to determine the eligibility with these funds?

The rules for governing the program are included as Appendix A of Report Number 1.

R 388.22—Determination of Program Participants—describes the procedure for selecting students for participation.

Students in grades 2–6 shall be considered eligible if they meet any of the following criteria: (a) score one or more years below grade level on a standardized achievement test instrument administered between September 1, 1970 and October 1, 1971; (b) score at or below the 15th percentile on the composite achievement score of the 1971 Michigan educational assessment battery; (c) if neither (a) or (b) is available, score one or more years below grade level on a standardized achievement test instrument administered prior to September 1, 1970; (d) if (a), (b), or (c) are not available the attested judgment of a school teacher or school official that the child is in need of substantial improvement in the basic skills.

Students in grades K–1 shall be considered eligible in either of the following situations: (a) the results of a standardized readiness instrument indicate the need for substantial improvement in readiness skills for the acquisition of basic cognitive skills; (b) if (a) is not available, the attested judgment of a school teacher or school official that the child is in need of substantial improvement in readiness skills.

The districts are required to document the selection procedures used. The use of "attested judgment" is to be used only if the other procedures are not available. This judgment can be easily cross-checked on the basis of the required pre-test.

In 1968 the amount of $6,300,000 was appropriated under Section 3 of Act 312. Eligibility was determined by individual schools based on point assignment to the following five criteria: (1) ADC, (2) broken homes, (3) underprivileged, (4) substantial housing, and (5) density of school age children in district. Funds were allocated in accordance with the degree of deprivation calculated by assigning points to the schools for the percentage of children in each of the five categories listed above. The range of per pupil funding went from $205–$357, depending upon the number of accumulated points.

Section 3 of the 1969–70 State Aid Act appropriated $8,750,000. Schools were classified by groups according to the amount of points accumulated. The schools received points based on percent of children on ADC or welfare (25 points) percent of children from broken homes (8 points), percent of underprivileged children (25) points and density of school age children in district (8 points). In addition, points were received by schools based on percent of housing units under clearance (7 points) or rehabilitation (4 points). Consequently schools were grouped to one of the four classes and allocated funds in the following manner: Class A (57–73 points), $374 per student; Class B (47–56 points), $275 per student; Class C (37–46 points), $175 per student; Class D (27–36 points), $75 per student.

For school year 1970–71, the amount of $16,325,437 was allocated to Section 3 schools, another $2,170,649 was funded for summer programs. The same eligibility criteria were used, however, many schools felt that they had eligible students, but failed to accumulate enough points based on the above criteria. Thus, in 1970, the method of allocating funds was revised due to the lack of data available for the above mentioned five categories and the concern that many eligible students were not being served by these funding procedures.

The state aid legislation of 1970 specified two criteria for the selection of the schools which would receive funding. The first criterion involved the school's percentage of students identified as "socioeconomically deprived," as determined by the annual state assessment of Michigan schools. A conversion scale was established, ranking the school's socioeconomic percentage scores based on a range of 1–10 points. The second criterion involved the school's percentage of students scoring at low achievement levels on the annual state assessment tests. A second conversion scale was established to map the school's student achievement percentile ranking on a point scale of 1–25. (*A Description and Evaluation of Section 3 Programs in Michigan 1970–71*)

Under a grandfather clause, schools funded in 1969–70 were then assigned $100 per pupil: non-rural, rural, and K–3 feeder schools were granted $170; and schools with 23 points or less were rank-ordered according to the number of points assigned, and allocated $131 in descending order until funds were no longer available.

[The following statement was submitted for the record:]

STATEMENT OF JANE RACHNER, MINNEAPOLIS, MINNESOTA

Mr. Chairman and Members of the Committee, my name is Jane Rachner, and I appreciate this opportunity to share with you some conclusions I have reached after a year of studying the question of state and national assessment with a Citizens' League Committee in Minneapolis called the Committee on Achieving Excellence in the Schools and also in connection with membership on the education committee of the League of Women Voters of St. Paul. I do not speak as a representative of either of these organizations because experience teaching school at all levels from kindergarten through graduate school makes me see things from the view point of teachers and students more than members of citizens' groups typically do.

I speak in opposition to Congressman Albert Quie's proposal for revising Title I of the Elementary and Secondary Education Act of 1965 so as to allocate funds to schools on the basis of relative test scores. (While I do not wish to impugn the intent of his proposal, I think it is based on some misconceptions and would have some unfortunate consequences.) Furthermore I object to his proposal to create a 15-member national commission to develop criterion-references tests, partly because there already is a national commission which could be used for this purpose, but mainly because the suggestion is impossible to carry out. It is based on a misuse of the adjectives "criterion-referenced" and "norm-referenced" in the public relations literature sent to legislators.

Here is an example from one such piece of literature: "Test scores which are referenced to the performance of others (a norm group) are called nor referenced tests." If you look at this sentence analytically you will see that the subject is "test scores", the verb is "are called" and the predicate object is "tests." The sentence says that "test scores are called tests" which doesn't make sense. It is this equivocation running through the advertising for assessment that gives the erroneous impression that something new in the concept of testing is being offered. It is test scores rather than test items that are being talked about as norm or criterion referenced. Any test scores, no matter how the test is constructed, can be norm-referenced, and any test scores can and should be criterion-referenced as well. In other words it isn't enough to know that your city's third graders are up with the average in the country. You should look into what the average represents in power over the subject being tested. For this you don't need new tests. You need a careful evaluation of the student power or lack of it implied by any score on any test.

Another aspect of the public relations appeal for assessment of schools as good or bad in terms of how much their pupils achieve also involves deception because it creates a false analogy between education and business. To say that education is *like* a business makes about as much sense as saying that gardens are *like* plants. Education is a complex in which certain businesses grow. The relationship of business to education is real, not metaphorical. But since a campaign is on to treat schools as if they were just like factories, the comparison, inappropriate though it is, needs to be explored in order that crucial differences be set forth.

Can students be treated like products? Anyone who has raised children or dealt with them in any way would have to dispute it. Are we to discard those on whom we make mistakes? Are we to take certain years' classes of graduates from certain schools and recall them for retraining and correction of defective parts?

And what about teachers? People in business seem to be getting the idea that teachers are like donkeys following a carrot on the end of a stick and that they will work harder and faster if only we make the carrot bigger. Or they get the idea that teachers need to have a scare thrown into them. Increasingly we are hearing statements like, "Let's get tough with these teachers," "Let's make them cut the mustard," "Let's get rid of the old ones", all of which betray a total lack of understanding of what the teacher faces on the job. "If teachers are threatened with firing or bribed with bonuses in terms of their pupils' high test performances, they will turn out better students," thinks the businessman, but this is because he fails to consider the implications of the fact that a student is not a product.

With successful teaching what is produced is not a pupil but a mental change within the pupil in terms of increased knowledge or increased skill power over his environment. But what factors contribute to this change? Suppose you pretest posttest a class with a test that gives a valid measure of a knowledge or skill increment for each student. Still the multiplicity of factors which may be held accountable boggles the mind. The very least we must know is the general ability of the students and the contents of all the books they used and of the films and TV shows they saw, as well as the words spoken by the teacher.

The student's mind does not get created from zero in the school "plant" like a manufactured product. Furthermore, let's hope the pupil does not go through school with the passivity of a box of cereal moving on a conveyor belt. As the assembly line worker (the teacher) works on him, let us hope the child is growing and devouring material voraciously on the way.

Only someone who has had a teaching job can appreciate what constitutes job satisfaction for a teacher. Not that teachers don't have to buy groceries. They do. And not that teachers are less materialistic than other people. Some of them are, but not all. Still for all of them effectiveness on the job is a matter of emotional survival and hence always uppermost in their minds. This is why for all teachers salary is secondary; success with children is primary. To work with children day after day without being able to see results is about as much fun as lying on a bed of nails or being stretched on the rack each day. For most, if not all, teachers no amount of money can compensate for the torture of being unable to reach or influence the children they are teaching.

Teachers want to measure their own progress from year to year, but only if they can have something to say about what they need in order to improve. If parents fully realized this, and if teachers realized that parents should have a right to say something about the *content* of the curriculum, the wall between parents and teachers could be broken down. It is not really a wall. It is a buffer zone made out of vague lingo about goals, objectives, and styles of teaching and deliberately created by the educational establishment as a protection against having public criticism reach a higher level than the stratum of the teacher-worker.

Lest this statement be lacking in constructive suggestions I would like to introduce at the same time with your permission, Mr. Chairman, a practical proposal for elementary school organization and an education voucher idea both of which would give direct and relatively inexpensive help to school children.

Grouping children within a classroom according to ability levels and achievement levels is a practice that calls attention to their differences and tends to preserve their differences. It is time to challenge this tradition and this practice which tends to make snobs out of some of the "top-groupers" and demean the dignity of the so-called "culturally disadvantaged." Kindly teachers, thinking to make the "lowgroupers" content with their status say things like, "You kids are my favorites," or "I like your group best," but what help is this compassion to the "lowgrouper" 's future success?

Is there a way to avoid classroom ability grouping and still acknowledge the differing levels of achievement which children of the same chronological age exhibit?—not only acknowledge it but provide the homogeneity that is absolutely necessary to an efficient use of the teacher's time? The only way it can be managed is by organizational change which separates basic skill learning from other learning. This is opposed by John Dewey traditionalists because it means breaking with Dewey's "whole child" approach.

But if the only way to give schools the power to equalize or rather to give pupils the freedom to get ahead even when they start behind, means going beyond Dewey's wholism, then this is what we must do.

Let us define I.Q. not as a measure of the whole child, but as a measure of a special ability to deal with symbols and codes, an ability that, in any child not classified as retarded, needs to be singled out and cultivated because of its overwhelming importance to survival. It is a necessary skill for independence in a civilized society, and an attempt must be made to develop this kind of intelligence in everyone, except those who are so severely handicapped as to need special care in the routines of daily life.

Let us define I.Q. as symbol ability and let us define differences in I.Q. in terms of time and energy. Let an I.Q. difference between any two students be defined as the difference in time and effort that the students will probably need to expend on their way to developing power over those symbol systems (words and numbers primarily) which give human reason its unique character.

Assuming that children differ in the amount of time they need for developing competency in the basic academic skills, and that there is no necessary correlation between symbol mastery potentiality on the one hand and such specialities as art intelligence, music intelligence, physical education intelligence, social or spiritual intelligence, and many other career potentialities, on the other hand, then the only thing that makes sense is to set up time-differential tracks for a primary grade 3R's minimum essentials program and give pupils some freedom of choice with respect to *what* they learn, not just *how* they learn it. This would give meaning to the now empty phrase "alternatives is education". The only "alternative" now being offered to students is a choice between two styles of teaching. According to one style the teacher says, "If you're bored, go and do your own thing" and according to the other style, the teacher says, "If you're bored, stick with it anyway because it's good for you." Only teachers with a great deal of self-confidence dare to use the second style these days.

A way of offering real choices to pupils at an early age would be the following:*

Step I: Four-year-olds could be given a yearlong halfday program of reading, writing, and arthmetic instruction much different from the perception training programs of Head Start, but related instead to a strong phonics program not totally different from, and indeed making use of, the best elements of Sesame Street and Electric Company.

Step II: At the end of this first year of instruction the children could be registered in time-differential tracks. End-of-the-year achievement testing, both oral and written, and parents' decisions as to how much time their children should spend on academic training and how much on other learnings would be the two bases for determining which track a child will initially enter.

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* This plan originated with my husband Donald, in 1968 but was never published by him and is printed here with his permission.

Pupils who score in the upper third of 3R achievement would be eligible for Track One, but enrolled in it only if the parents want them to be. The class size for Track One would be larger than that of the other two (say 40 for example), and the curriculum would be geared to graduate pupils in three years with a Primary Skills Certificate (This would be the chronological point that is now end of second grade.)

Pupils who score in the middle third would be eligible for Track Two, but enrolled in it only if their parents wished it. The class size for Track Two would be smaller than for Track One but larger than for Track Three. (The Track Two class size might be 30, for example). The curriculum would be geared to graduate the pupils in four years at the chronological point that is now end of third grade.

Pupils who score in the lowest third would be assigned to Track Three for at least one year with no opportunity to enroll in either of the other two tracks until achievement test scores improved enough to raise their eligibility. The class size for Track Three would be smaller than the other two (say 20 for example) and the curriculum geared to graduate the pupil with a Primary Skills Certificate in five years.

The class size differential has two purposes. By giving a better teacher-pupil ratio to the slower achiever it gives him a chance of moving to the next higher track at the end of the year. It also gives parents whose children are eligible for Track One some incentive to enroll their children with those of lesser ability in order to have the advantage of smaller class size. Regardless of whether or not any of those parents respond to such incentive, it will be generally known that they could. Hence, any Track Three student may, for all any of his schoolmates knows, be there by his or his parents' choice rather than of necessity. Therefore, no stigma will be attached to Track Three membership.

All three tracks will teach identical subject matter as far as the basic skills are concerned, but Track Two will repeat everything more and thus take longer and Track Three will repeat even more and thus take even longer. Those children whose parents enroll them in a track lower than the one for which they are eligible can be expected to finish ths day's language and arithmetic assignments sooner than the rest thereby earning the right to help others or to apply their skills independently in interesting ways or to leave the room to attend classes related to physical development, talent or career development, leisure time development, derivative academic development.

Many pupils eligible for Track One would voluntarily enroll in Tracks Two or Three for the opportunity to take advantage of all the extra courses that the best students in these tracks would be entitled to participate in when they finished work early. And even the lowest ability students of Track Three would have days when for reasons of extra motivation or extra help 'they would finish first and get extra time to attend such classes as art, music, physical education and the like. Thus the prestige attached to membership in Track one would not entail snobbishness toward members of the other two tracks. They might be just as eligible for Track One status as the other Track One members but not in any hurry to get the Certificate in three years instead of four or five.

Under a design of this sort Track Three children who remain in Track Three would take two years long than Track One children and one year longer than Track Two children to earn their basic skill achievement certificate, but no child would fail. Thus we could have the "schools without failure" that the most evangelistic of the educators are always calling for and yet preserve intellectual standards, motivation, and pupil self-respect.

We need to do something immediately for children who have never had the advantage of this kind of school organization. Black children are particularly in need of help because many of them have three handicaps to overcome (1) prejudice from members of the white establishment, (2) parental low level of education, and (3) weak training in the basic skills. The younger children are the more change will be produced for the money spent. Direct help in the way of physical and mental instruction is needed. Mental nutritional supplements in the form of tutoring stamps would be the most efficient way we could spend education money Let the vouchers go to parents of every Black child age five through eleven. Let the parents buy with these government issue education stamps as many hours of basic skill tutoring as the child can enjoy and profit from. Let the tutors to be hired be available at every grade school now attended by one or more black children, and provide as well a pool of bonded certificated basic skills experts that can make home visits after school hours, evenings, and weekends when needed.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

WEDNESDAY, MARCH 28, 1973

House of Representatives,
General Subcommittee on Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Ford, Quie, Bell, and Lehman.

Staff members present: John Jennings, majority counsel; Christopher Cross, minority legislative associate; and Eydie Gaskins, special assistant.

Chairman **Perkins**. The first witness this morning is Mr. Stan Ahmann, director of the National Assessment of Educationl Progress.

I welcome you. You may proceed.

STATEMENT OF J. STANLEY AHMANN, STAFF DIRECTOR, NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS, EDUCATION COMMISSION OF THE STATES

Mr. **Ahmann**. I am Stanley Ahmann, staff director of the National Assessment of Educational Progress which is a project of the Education Commission of the States. This project is federally sponsored. It is part of the National Center of Educational Statistics of the U.S. Office of Education.

This project is the first and only effort to obtain dependable and complete achievement data from school population groups on a national basis in a uniform manner. Briefly stated the major purposes of the project are as follows:

One, to obtain census-like data on the educational attainment—knowledges, skills, understanding, and attitudes—of major portions of our young population;

Two, to measure the growth or decline in educational attainment that takes place over time in key learning areas. These learning areas are science, writing, citizenship, reading, literature, music, social studies, mathematics, career, and occupational development and art.

The key steps which National Assessment takes to obtain measures of educational attainment are the following:

One, development of objectives in the learning area to be assessed; in other words, the things people feel should be accomplished by the educational system.

Second, development, tryout, and revision of exercised to measure the degree to which these objectives have been achieved;

Three, administration of exercised to a national sample of young people, usually 80,000 to 90,000 each year.

Four, scoring, analysis, and reporting of results to a wide variety of audiences.

We are concerned about four different age groups, 9-year-olds, 13-year-olds, 16-year-olds, and young adults.

The number of exercises we use are numerous, from several hundred to as many as 500 or 600 in a given learning area in a given year.

Now these objectives and these exercises stand a number of tests. Primary among these are the fact that they have been supported as important for schools, important for youngsters by three different groups of reviewers.

In the case of mathematics, for instance, these would be mathematicians, that is, specialists in the area, teachers of mathematics, and laymen concerned about that particular area.

We do not compute total scores. Only the reports by exercise are given plus some summaries which are compilations of similar exercised or exercises associated with a common objective.

As one examines the National Assessment of Educational Progress, you can quickly see that there are strong similarities and dissimilarities between it and what might be needed or would probably be needed to implement part A, section 112(a) and (b) of H.R. 5163 should that bill become law.

In other words, the functions of the National Commission on Educational Disadvantage might very well follow rather closely the kind of thing which National Assessment is doing in its efforts to measure achievement in reading and mathematics on a State-by-State basis.

Let me highlight some of these similarities and dissimilarities.

First, National Assessment is concerned with 10 learning areas, two of which are mathematics and reading.

Secondly, we are concerned about objectives and exercises which no doubt would also be of concern to the Commission in mathematics and reading.

Thirdly, we deal with a technique of testing sometimes know as criterion-referenced if one defines that broadly. Perhaps more accurately we should be known as an objective-referenced approach.

Fourthly, the exercise we administer are quite varied. Some of them requiring as much as 20 or 30 minutes; others requiring as little as 60 to 80 seconds. Some are administered to groups some on an individual or one-to-one basis.

Further, we administer our assessments in reading and mathematics every 5 years. The bill as proposed specifics annual or biannual administration.

In the case of National Assessment mathematics is to be measured this year, 1972–73, and again in 1977–78.

Reading was assessed in 1970–71 and is being repeated in 1975–76.

Even though we are not working with annual or biannual administration, it is conceivable that National Assessment results could provide some helpful reference points should a Commission be empowered to gather and examine State data in mathematics and reading.

The national sample we use includes both public and private schools and is designed to give regional data not State data.

This type of sample, however, could be modified with comparative ease to provide State data if funds permitted.

We deal, as I pointed out, with four age groups. No doubt the young adult group would not be of interest to the proposed Commission. Perhaps one or two or even three of the other age groups might be.

Our administration requires roughly 45 minutes of time. This minimizes the interference with the school program. We train our own staff. The teachers are not asked to administer the exercises, indeed are not permitted to do so, and do not see the content of the exercises; only after the results have been published are part of the exercises released, that is about half.

In other words, strict security is maintained in an effort to minimize the likelihood of obtaining false or misleading information about achievement in any of our learning areas, including reading and mathematics.

As I pointed out, our data are reported by region, but could very well be reported by State by redesigning the sample.

A last point of note is that we use as our primary method of analysis that exercise-by-exercise reporting of data. No effort is made to compute a statistical composite or an index.

It is likely that the proposed commission looking to the comparison of States in reading and mathematics would wish to have some kind of composite, some kind of index, and this would have to be developed. Frankly I see little problems in obtaining that type of index, given normal research effort.

In conclusion then, I think there is every reason to believe that a high degree of similarity exists between the methods and materials used by national assessment today and those needed to implement part A section 112 (a) and (b) if H.R. 5136 were to become law.

Technical problems associated with the development of achievement exercises and the gathering and analysis of data they yield have either been solved or can be solved with proper effort.

Indeed, at the moment there is in the late planning stages an adjunct to national assessment which even more closely resembles the kind of data-gathering effort which probably would be needed to obtain State comparisons with regard to the degree to which children are educationally disadvantaged. This is a joint project with the right-to-read program designed to measure the reading ability of 17-year-old students. This program is being designed in the same manner as the standard national assessment program with the following exceptions:

The age group is restricted to 17-year-olds who are now in school. The exercises will be administered in group situations not individual; the number of exercises will be greatly less than those used in the reading assessment and these exercises will be chosen in such a way as to represent the basic level of reading achievement which a 17-year-old should have. This is scheduled for 1973–74.

The efforts to design a plan for the assessment of basic literacy of 17-year-olds for the right-to-read program reveals no unusual technical problems. It perhaps could be used as a prototype if one wished to obtain State-by-State data with regard to reading and mathematics as planned by the provisions of H.R. 5136.

Finally the national assessment of educational progress is prepared to share all of its technology if such is desired. Hence any effort to obtain State-by-State data in reading and mathematics will be accelerated and in my judgment made more efficient.

The staff of the national assessment project will be pleased to serve as a resource in any appropriate way.

[The complete statement follows:]

STATEMENT OF J. STANLEY AHMANN, STAFF DIRECTOR, NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS, EDUCATION COMMISSION OF THE STATES

My name is J. Stanley Ahmann. I am the staff director of the national assessment of educational progress (NAEP), a project of the Education Commission of the States. In this capacity I am charged with the responsibility of directing the project and its staff with respect to the technical and certain managerial aspects of the assessment program. My professional interests and training are in the field of psychological testing and evaluation.

NATURE OF THE PROJECT

The national assessment of educational progress is the first and only effort in the Nation to obtain dependable and complete achievement data from school population groups on a national basis in a uniform manner. Briefly stated, the major purposes of the project are as follows:

(1) To obtain census-like data on the educational attainment—knowledges, skills, understanding and attitudes—of major portions of our national population;

(2) To measure the growth or decline in educational attainment that takes place over time in key learning areas. These learning areas are science, writing, citizenship, reading, literature, music, social studies, mathematics, career and occupational development and art.

The key steps which national assessment takes to obtain measures of educational attainment are the following:

(1) Development of objectives in the learning area to be assessed.

(2) Development, tryout, and revision of exercises to measure the degree to which these objectives have been achieved.

(3) Administration of exercises to a national sample of young people, usually 80,000 to 90,000 each year.

(4) Scoring, analysis and reporting of results to a wide variety of audiences.

Each year national assessment measures the educational attainment of a national sample of 9-year-olds, 13-year-olds, 17-year-olds and young adults–ages 26–35—in 2 of the 10 learning areas. The number of exercises—that is, test items—administered ranges from a few hundred to as many as 500 and 60 in a given learning area.

The exercises and the objectives from which they come are the product of the efforts of many individuals and have been approved by review panels composed of three groups, namely: (1) subject matter specialists, (2) teachers, and (3) laymen concerned with that area.

The results are reported in terms of the percentage of the young Americans who have responded correctly; no "total scores" are computed; norms and standards are not used. Results are reported in each learning area by age group, sex, region of the country, size and type of community in which the respondent lives, and the educational level of the parent of the respondent.

SALIENT FEATURES OF THE NAEP TECHNOLOGY

Further study of the methods and materials used by national assessment reveals that there are important areas of similarity and dissimilarity between these and those which are probably needed to implement part A, section 112

(a) and (b) of HR 5163, that is, the functions of the proposed National Commission on Educational Disadvantage whereby tests would be designed and administered to measure achievement in reading and mathematics on a State-by-State basis. A brief delineation of these is as follows:

Development of Objectives and Exercises

1. National Assessment involves ten learning areas, two of which are mathematics and reading.

2. By means of review panels of specialists, teachers and laymen National Assessment seriously attempts to determine the objectives and hence the exercises which are thought to represent those knowledges, understanding, attitudes and the like which are of concern to schools and are important to society and its members. No doubt the Commission would want to adopt the same or a similar method.

3. The exercises used by National Assessment can be thought of as criterion-referenced if this term is broadly defined. Perhaps it is more accurate to identify them as objective-referenced.

4. The exercises used by National Assessment are many and varied, and include both paper-pencil exercises as well as performance exercises. Some of these are administered on a group basis—i.e., twelve respondents for one test examiner—whereas others are administered on an individual basis—i.e., one respondent and one examiner. Probably the Commission would want to use a variety of exercises, with an emphasis on the paper-pencil type.

5. Assessments in reading and mathematics occur every five years. In the case of reading, an assessment took place in 1970–'71 and is to be repeated in 1975–'76. In the case of mathematics, an assessment is now underway—1972–'73—and will be repeated in 1977–'78.

In preparation for each reassessment a complete review of the objectives in the learning area takes place and as many as 50 percent new exercises are developed and administered. Even though NAEP data are not reported on a state basis, perhaps it would provide helpful reference points should a Commission be empowered to gather and examine state data.

Gathering Achievement Data Nationally

1. The national sample employed by National Assessment is a multi-stage probability sample including both public and private schools. A matrix sampling technique is employed whereby each respondent answers only a part of the total number of exercises designed for a particular age group. Very likely the same type of sample would serve the needs of the Commission very well.

2. The choice of four age groups—9, 13, 17, and 26–35—is intended to reveal the level of educational attainment of young Americans at crucial points in their educational careers. It is not necessary to include all age groups in order to obtain a reasonably clear picture of the educational attainment of young Americans. Conceivably the Commission would include only a few groups of school-age children in its study.

3. The field staff for data gathering has been trained and is stationed at scattered locations around the nation. There is a minimum interference in the school program in that teachers are not permitted to administer the exercises and no more than 45 minutes of administration time is required of each respondent. This approach might well be followed by the Commision.

4. Strict security is maintained. Once the data are gathered it is not possible to identify the respondents. Only the administration staff has access to the exercises. The teaching staff does not know which students will be administered which exercises and it is not possible for them to "teach to the test" in advance of the administration. If used by the Commission, this type of security would reduce greatly the likelihood of false achievement data being obtained from a given state.

Analysis of National Assessment Data

1. National Assessment reports its data in comparatively few categories, and these represent variables not influenced appreciably by educational decision-makers. Feasibility studies are now underway to determine additional background factors thought to influence educational achievement which could be measured and included in the National Assessment program. Examples of these would be class size, teacher qualifications, and even curriculum variations. Whether the Commission might want reading and mathematics data reported in this manner is not clear.

2. The National Assessment data are reported according to four geographic regions of the country, not the 50 states plus the District of Columbia. One of the reasons for restricting the sample so that only regional data are available is the cost associated with obtaining data by states. By redesigning the sample, data by states could be obtained.

3. National Assessment data are reported on an exercise-by-exercise basis as the primary means of describing the educational attainment of young Americans. For each exercise the percent of the group responding correctly as well as incorrectly is reported. No composite and/or index to reflect the degree children are educationally disadvantaged is computed.

Furthermore, no value judgments about degrees of success or failure are made. In all probability, allocation of funds on the basis of reading and mathematics achievement data would require the computation of an index or some other type of statistical summary. Hence, a separate study of this matter would be needed.

Conclusion

There is every reason to believe that a high degree of similarity exists between the methods and materials used by National Assessment today and those needed to implement Part A, Section 112(a) and (b) if HR 5136 were to become law. Technical problems associated with the development of achievement exercises, and the gathering and analysis of the data they yield, have either been solved or can be with proper effort.

Indeed, there is now in the planning stage an adjunct of National Assessment which even more closely resembles the kind of data gathering effort which even more closely resembles the kind of data gathering effort which probably will be needed to obtain state comparisons with regard to the degree to which children are educationally disadvantaged. This is to be a joint project with the Right-to-Read Program designed to measure the reading ability of 17-year-old students.

This program is being designed in the same manner as the standard National Assessment program with the following exceptions: the age group is restricted to 17-year-olds in school, the exercises will be administered in group situations, the number of exercises will be greatly less than those used in the usual reading assessment, and these exercises will be chosen in such a way as to represent the basic level of reading achievement which a 17-year-old should have. This so called "mini-assessment" in reading is scheduled for 1973–74.

The efforts to design a plan for the assessment of basic literacy of 17-year-olds for the Right-to-Read Program reveals no unusual technical problems. It could be used as a prototype if one wished to obtain state-by-state data with regard to reading and mathematics as planned in the provisions of HR 5136.

The National Assessment of Educational Progress is prepared to share all its technology if such is desired. Hence, any effort to obtain state-by-state data in reading and mathematics would be accelerated and made more efficient. In short, the staff of the National Assessment Project would be pleased to serve as a resource in any way appropriate.

Mr. QUIE. Thank you. You said you did the reading assessment in 1970–71. Would that give us any information on the competence in reading in the various regions in the country, give a judgment in regard to how good people do? You worked that up in such a way that it could be beneficial for this?

Mr. AHMANN. The reading data from 1970–71 are reported in terms of four geographic regions of the United States, rather traditionally defined; namely, the Northeast, Southeast, Central, and West.

The data yielded were somewhat surprising. Our procedures go this way: As I pointed out, we use review panels composed of specialists on the one hand, teachers, and laymen concerned in the area.

The contractors and specialists in these review panels are asked to build three kinds of items for us: Those that are very easy, say a 9-year-old or 13-year-old; those which are of average or moderate difficulty; those which are very difficult.

This was done here as it was in science and writing and citizenship and so forth.

The surprise is that the respondents in 1970–71 did better on these exercises than our contractors, consultants, and review panels anticipated.

So, in that sense, yes, we do have information about the relative level of reading; but it's really 500 pieces of information, each devoted to a given exercise. Many of these exercises, incidentally, deal with quite practical things, like reading a TV schedule, reading the directions to fill out a form for—say, for instance, a hunting license or a driver's license; reading traffic and advertising signs; reading, indeed, bumper stickers. These are the kinds of things which were largely in the assessment and the youngsters did rather well as compared to what the test developers anticipated.

Mr. Quie. From that information, did you find that the children did not do as well in one of the four regions as in the other three? I must admit to a bias on my part that I would expect they wouldn't do as well in the southern part as the other three. Any validity to that bias?

Mr. Ahmann. Yes, sir, there is.

By and large in all of our learning areas, including reading (we have analyzed five, so far), the Northeast has a slight edge over the rest of the country; the Southeast trails. These are on the order of magnitude of about 5 percent above the national average for the Northeast and 5 percent below for the Southeast.

In the case of Central there is also a very successful achievement but not quite as high as the Northeast.

The West provides a mixed picture. Occasionally, you will find the older students doing rather well in the West, speaking generally now, whereas the younger students do not. They may be very close to the national average or occasionally slightly below. But the Northeast is tops.

Mr. Bell. How do you account for that? In referring to the West, I assume you mean California, Oregon, and Washington?

Mr. Ahmann. That is correct.

Mr. Bell. Can you explain why children in the West do better at an older age and not so well at a younger age?

Mr. Ahmann. I don't have a reason but I can share with you a reaction one of our consultants gave us as he studied these data. Since the 17-year-olds and young adults seem to do somewhat better than the national average, where the 9-year-olds and the 13-year-olds were at or sometimes below the national average, this person pointed to the inmigration ot California, which is the dominant State in the West. He proposed that the 17-year-olds and the young adults actually had most of their education from the Midwest, from whence they came, which was in his mind a better quality of education, and the products of the California schools were better shown in the 9-year-olds and 13-year-olds.

May I caution the committee in one regard? There are many States in the West, about 12 or 13, starting with Colorado on the eastern edge and ending with Alaska and Hawaii. California's educational system is not the only factor influencing these data.

Mr. Bell. In other words, if I understand your conclusion; you are saying that the West is somewhat behind in education?

Mr. AHMANN. I think it's typically a mixed picture in the West. The reason posed by this consultant may or may not be the true one. I thought I would share it with you.

Mr. QUIE. When will the results of the mini assessment be known?

Mr. AHMANN. Roughly 9 to 12 months following the completion of data gathering. That completion is scheduled for a year from this spring, that is May and June of 1974. So the data then would be conceivably in the winter or very early spring following.

Mr. QUIE. Now is we were going to use a system similar to what national assessment is doing for distributing money among the States, what kind of an increase in your testing would have to be done in order to get a State-by-State reading rather than a region by region reading?

Mr. AHMANN. The development of objectives, the development of exercises is all in hand. The only question would be the size of the sample, and the nature of the sample. We make a strong effort to obtain approximately 2,300–2,500 responses per exercise; and Mr. Finkner, in a moment, can explain further details about that to the committee.

This kind of level of sampling is the kind of thing which we would want in national assessment were we to use it on a State basis.

Now we are reporting by region and what we would need for each State, then, is basically the same level of response, numbers of responses for the State as we now have for the region in order to maintain a comparatively low or modest error.

Now I should add this: It's possible that the Commission as proposed in the bill could tolerate a larger error for results in its purposes than we can for ours.

This is a variable that one can look at. You can change your sample size and design and vary the error.

The kinds of work we are doing, the purposes we have in mind, are such that we feel our error should be very modest. We have designed our sample accordingly.

Again, not being quite sure what the Commission might want to do or how the index, if it builds one, would look, the error it can tolerate might well be larger than ours; therefore, its sample size, for instance, could be smaller and costs would be less.

Mr. QUIE. If we should pass H.R. 5163 by the end of this fiscal year, by July 1, would national assessment be able to get this information by States, by July 1 of 1975? Would 2 years be sufficient time?

Mr. AHMANN. Let me break the question apart if I might.

First of all, the question of the role of the National Assessment of Educational Progress is really a question which would have to answered by the Education Commission of the State's Steering Committee as well as the policy committee of the project which obviously determine the goals which we on the staff are to meet. The attitude of those groups toward this bill are unknown to me.

The question of implementing it in 2 years, given technical support by the project, is another issue. My answer to that would be yes, if the commission were in place, if its staff were in place, and it wished to borrow from our materials. In other words if we were to be the resource to help this project get off the ground, I think we could greatly expedite its work.

As a reference point, may I mention that we need 5 years, roughly, to redevelop objectives, exercises, administer, score and report.

That is our time frame. Hence the 5-year cycle to which I referred.

We start virtually from zero as you can see, or did; this project, if it wished to borrow from us, would not.

The time frame could be greatly collapsed. I would predict 2 years would be on the tight side; but nevertheless it could work.

Mr. Quie. Wouldn't the fact that we would require it only on reading and math rather than various areas that you test speed it up?

Mr. Ahmann. Very much so. Reading and math are areas where testing is better developed than say, for instance in citizenship or career and occupational development. A good part of it is paper-pencil which means that the number of exercises often rises, and the ease of administration increases.

I would hope that what we have done with objectives, what we have done with exercises may be a useful resource to the commission should it be organized.

Mr. Quie. How many States have adopted State assessment programs now? Do you have that information? I find more and more states telling us they are doing this. It surprises me.

Mr. Ahmann. The number of states which are deeply involved in national assessment is as high as eight or nine. By deeply I mean something as it happening in the State of Maine, the State of Iowa, and the State of Massachusetts. In these instances they have borrowed rather heavily from our objectives, from our exercises, on their own initiative and are within their States administering the exercises and analyzing the data along with a lot of other local pieces of information.

For instance, in the State of Maine they have assessed writing and citizenship, but used comparatively few exercises, about 30; however they have added all kinds of information about class size, teacher salaries, etc. in the State of Maine and are trying to better understand what's going on in their State using our data as reference points, that is, Northeast data and national data.

A large number of States are involved in various planning aspects of their state assessments and they are using national assessment in kind of a second order way.

For instance, they may be interested in career and occupational development. But they are not sure of objectives, they are not sure of how they want to assess. They come to us and ask us what we are doing. They are using our thoughts, our errors, and our success as guidepoints for an independent effort on their part.

Mr. Quie. The other question which is brought up frequently is the charge of cultural bias. Is that charge raised against your testing?

Mr. Ahmann. All testing, including national assessment, had this criticism of it. Is there cultural bias?

If one looks at aptitude testing, that is, testing one's potential, I think the argument of cultural bias can be rather powerful because it is possible that extraneous factors, for example, vocabulary, reading ability, and the like, could really be a pronounced influence in an effort to measure, say, scholastic aptitude.

There might be some problems here.

If one turns to achievement, which is what we are talking about in national assessment and that which the bill talks about, the argument of cultural bias is less powerful.

We try to escape from the problem by using the three review panels mentioned several times.

One of the challenges to these review panels, typically made up of a wide variety of people, young, old, students, teachers, various ethnic groups and the like is: Do you feel there is anything unusual about this exercise in its setting, say a reading exercise that may deal with something that has an affluent suburb orientation, that would cause a serious penalty to exist for any important segment of the young American groups? If so, let's get rid of that, let's change it, let's do something about it.

This is imperfect, of course.

Let me quickly add that there is an effort to reduce the impact of regionalism, for instance. There is an effort to reduce the notion that a particular set of words, a particular framing or content of an item, would cause us to lose the intent of the item in a particular region.

For instance, in science we want to know how much people know and can do about science, not how well they can read science materials.

So our exercises often, typically, have an audio taped presentation as well as the written material before the subject.

Mr. QUIE. My last question is do you have any trouble getting schools to cooperate and secondly, since I propose to distribute funds from this information, keeping the schools from fudging to get more money?

Mr. AHMANN. In the case of school cooperation, I am pleased to tell the committee that it has been excellent. Both at the State level, thanks to the work of the Education Commission of the States, with the chief State school officers, at the district level, and even with the building principals and the teachers.

Rarely have we had any important problems. Occasionally there are some, but they are of a generalized nature.

For instance, a school board may become rather upset with testing, period. We come along and want to test and, of course, we fall into that classification.

Fortunately, though, there have been ways of working around this. We are in the game for a long time, we hope. And, consequently, we are very interested in coming happily and leaving happily.

Now, to the question of security. The way our program works, no one in a given school knows until the last minute which students are to be given which test items. Consequently the ability or the willingness or the opportunity of a teacher to load the test either way, i.e., a highly favorable response a very negative response, is minimized.

This is traced to matrix sampling which Dr. Finkner includes in his papers.

My feeling is that this danger exists, and a constant kind of battle would have to be fought to prevent it.

But if one is sampling rather than going for a total census, I believe that there is an important reduction in the likelihood of falsification of achievement data. In the case of a commission this would be on the downward side.

Mr. QUIE. That is all the questions I have, Mr. Chairman.

Chairman PERKINS. Go ahead, Mr. Bell.

Mr. BELL. Mr. Ahmann, you spoke about testing scores as being the main source of your information and understanding of educational success, rather than lack of success, in the different schools throughout the areas.

Do you think there are other measurements besides test scores such as housing, teacher turnover, and other things of this kind which could give some idea of the problems?

Mr. AHMANN. Yes, sir, I think these are critical factors, but still secondary factors to the basic question of the output of the educational system.

National assessment has almost exclusively looked at the output of education. How are children different as a result of an educational effort?

Why they are different is a very tricky question. It could be associated with ability, lack of motivation traced to certain home factors, community and school problems of a wide variety and nature.

I think it is, in the abstract, very impressive to talk about educational disadvantagement in terms of the direct output of the education system. In other words, the knowledge, understandings, attitudes, or lack of them, which children have.

Mr. BELL. As a result of your tests, did you identify the possibility that the weaknesses in our educational system pertain to some greater extent to the economically deprived areas?

Mr. AHMANN. No, sir. We have not tried to trace the reasons why data we have represent high or low achievement. But let me comment in this regard. Our data are reported by size and type of community. In the case of the inner city group, defined not only in terms of location but also in terms of the occupation of the principal wage earner of the family, (that is to say inner city groups are composed of children whose parents are very largely on welfare, or unemployed) levels of achievement trails all other groups. There are seven groups in the size and type of community classification.

It could run, in the case of science, 15 percent below the national average.

In the case of some reading exercises, 20 and 25 percent below the national average.

Clearly these are economically disadvantaged people.

In the rural areas, the extreme rural areas, we also find a consistent deficit. No, it is not as great as the inner city. It is also tightly defined. These are people living in rural areas. Not only that, but their occupation of the principal wage earner is farming or ranching or otherwise agriculturally oriented.

The deficits here could be 10 percent, 8 percent, 12 percent—it varies—better than inner city, but not much.

In sharp contrast, the affluent suburb—and now in this case the occupation level of the parent is professional or managerial—you will find 7, 8, 9, 10 percent above the national average.

Very obviously there is a strong economic factor involved here in these achievement data.

Mr. **Bell.** Generally speaking under our present system, we have tried, no doubt with some success but perhaps limited, to concentrate funds in areas where there is economic need in the belief that economic need is directly related to academic deprivation.

If one were to adopt your system of test scores to determine where the money should go, isn't it possible that in an attempt to reach that conclusion there could be some delay, the unraveling of these test scores might show conflicting situations where it might be difficult to determine exactly where the money should be concentrated?

Mr. **Ahmann.** The data from achievement scores could be obtained annually; as I remember the bill as now written, it would be either annually or every other year.

Conceivably these data would be updated more regularly than some economic data.

I am not confident of that statement, but I offer it.

The possibility exists, of course, that the index or composite that one might compute in mathematics or reading could be difficult to handle. Just like the consumer price index is, after all, a composite.

I don't know. Reading is many things. Reading Chaucer is one thing. Reading bumper stickers could be another.

If one were to use a highly functionalized effort as is used in the right to read program that I described, this would in many ways simplify the problem.

It is my feeling that one could obtain accurate data of achievement in mathematics and reading on a State-by-State basis, on an annual basis which, once started, would, I presume, permit the allocations of funds to occur with considerable rapidity.

Mr. **Bell.** If the tests that you support were administered, do you think that your test results would determine that the areas of the economically deprived are closely correlated to those of the academically deprived?

Mr. **Ahmann.** It is my guess that there will be a relationship. It is also, I think, fair to say that we need to look at the size of the so-called economically deprived group as compared to the size of the remaining group; and we need to also raise the question as to the educational disadvantagement of other economic groups.

In talking, for instance, to remedial reading specialists, one finds a heavy concentration of good subjects, so to speak, in the economically deprived groups, but the problem of difficulty in school is by no means concentrated exclusively there. The middle and upper-middel class clearly have youngsters who are in need of remedial work, for instance, in reading.

It would not be, in my personal opinion, the best of all possible worlds if these groups were not considered in the allocation of funds.

Mr. **Bell.** Your whole premise, I assume, Dr. Ahmann, is that your test method is the better way of really finding out where the academically deprived are: that it is a better method than the methods heretofore used involving AFDC children, and so on. Is that correct?

Mr. **Ahmann**. Yes, sir. If one were to consider a parallel, and these are always weak, it would be the medical one; if we are to institute emergency programs to improve the health of this country we have again the question of looking at the economic situation which would exist in various parts of the country and I am sure we would find that the incidence of medical problems is a little heavier, maybe quite a bit heavier in the lower economic levels.

Nevertheless, is that a better way, I ask, then to, by a sampling technique, determine the incidence of various kinds of diseases?

Mr. **Bell**. Are you prepared to say, Dr. Ahmann, that your testing system is completely accurate?

Mr. **Ahmann**. No, sir. No system is completely accurate. That would include all kinds of data, including educational data.

Mr. **Bell**. In other words, you are saying that there is no system that is accurate.

Why aren't they accurate?

Mr. **Ahmann**. The accuracy question has to be interpreted in terms of use. What is the purpose of the data? I think that it is very realistic to argue that the level of accuracy needed by one individual, a physicist working in his laboratory, is quite different from the level of accuracy needed by someone, say, dealing with social or economic data.

I already posed the issue that the commission allocating funds on a State-by-State basis may be interested in a different level of accuracy than we are in our efforts.

The accuracy rises and falls for many reasons, one of which is the size and type of sample.

Another is the nature of the data-gathering instrument.

These can be refined at cost, at considerable cost sometimes, to reduce inaccuracies, but the elimination of inaccuracies is not possible.

Mr. **Bell**. In other words, they can be refined but they cannot be completely accurate and dependable?

Mr. **Ahmann**. Not totally accurate; that is correct, sir. I know of no measurement which is totally accurate.

Mr. **Bell**. Do you think they could be refined and made more accurate, for example, then the methods that we are using today to determine who is academically deprived?

Mr. **Ahmann**. It is quite possible that the real issue is not the relative accuracy of determining economic data versus determining educational data. The real question in my mind is which is a more direct representation of the problem.

Economic data to me is a secondary representation of a problem. Educational achievement data is a primary representation of the problem.

Mr. **Bell**. But the primary method of finding the problem is not any more accurate than the other; is that correct?

Mr. **Ahmann**. I am not in a position to compare the accuracy because, frankly, I am not that familiar with the economic data.

Mr. **Bell**. That is all, Mr. Chairman.

Chairman **Perkins**. If I understood you correctly, you stated that it would take approximately 5 years to find and make a determination whether there was any stability in this testing program or not. Am I correct?

Mr. AHMANN. Yes, sir. In our program it has been roughly 5 years.

Chairman PERKINS. I mean this testing thing insofar as the States are concerned has scores that just sprang up in the last couple of years. Am I correct in this?

Mr. AHMANN. Yes, sir.

Chairman PERKINS. Then you would need at least 5 years to see whether it's going to measure up to your expectations insofar as results, am I correct in that statement?

Mr. AHMANN. If one stays with the national assessment, you are, sir. We are dealing with 500 exercises. We are dealing with the broad scope of reading, for instance. In mathematics it's roughly 600 exercises in the broad scope of mathematics, short of calculus and differential equations.

Chairman PERKINS. There was some mention about the correlation between economic deprivation and an educationally deprived child. The correlation is much stronger from the standpoint of using a low economic factor than it is on a test score basis; am I correct in that connection?

Mr. QUIE. Mr. Chairman, could I get an understanding here? Is it my understanding that National Assessment is on a 5-year cycle? It took you 5 years to gear up, but that we now have National Assessment State by State on reading and math that it would not take 5 years to implement that program? Or am I wrong there?

Mr. AHMANN. That is correct, Mr. Quie. The hope would be that if the Commission is established and the program starts, that it would see fit and its staff would see fit to come to many sources, conceivably the National Assessment.

If I may coin a phrase, it would not reinvent the wheel. Instead, it would ask what our objectives are, what our exercises are, and if found useful, it would borrow them.

The States, as you pointed out earlier in one of your questions, are doing exactly that, conceivably the State of Minnesota is on the same road. They would not start as we must have started at basically the first step. They could come in late in the ballgame and I think gain considerable time. Two years might very well be sufficient. It would be hard work, however.

Chairman PERKINS. One more question and then Mr. Ford will interrogate you.

I think you agree with the previous question, if I understood you correctly, that before we get to handing out money, allocating funds to different sections of the country, a billion-and-a-half dollars, we need a program, an allocation formula with some stability.

It will take a longer period of time, another 5 years, before we can be absolutely sure that we want to travel that path. Am I correct in that analysis?

Mr. AHMANN. It seems to me that if one were to start this fiscal year, at the end of this fiscal year, with a program sponsored by the proposed Commission to assess reading and mathematics on an annual or biennial basis; and then secondly, if it's to be assumed that the scope of this would not be as large as National Assessment—for instance, instead of 500 or 600 exercises, it might deal with 100 or at the most 200 exercises; and then thirdly, if it's fair to assume that this effort would resemble considerably what National Assessment is now doing, and a borrowing would occur, then it's my feeling that within 2 years the data could be gathered in the field.

Chairman PERKINS. Mr. Ford?

Mr. FORD. Well, is the National Assessment criteria referenced testing, normal referenced testing; if it is normal referenced, also called achievement testing, why didn't you use criterion reference testing?

Mr. AHMANN. If one defines criterion reference testing in the traditional open way—and reference here is one which appeared recently in the Journal of Educational Measurement.—then we are indeed criterion referenced in National Assessment. Unfortunately the National Educational Research Association, which is one of the principal sopkesmen in this area, has had a lot of internal problems trying to decide what is the true meaning of criterion reference testing. Some specialists have narrowed this definition so much that it is not appropriate anymore to consider our efforts within that particular rubric.

My own feeling is, as mentioned in my testimony, that we should be called objective reference. I mean by that that our genesis is the objective or goal in an area like reading and mathematics. The exercise is a direct reflection of the objective, and achievement of the exercise then allows the inference that the objective has been achieved.

Chairman PERKINS. That shows that we need more experience and more reserve in this area.

You notice the Quie bill provides for reference testing. In that case you would say that we are not ready to go in that direction to allocate the money.

Mr. AHMANN. May I comment that I did not find the expression criterion referenced in the bill, H.R. 5163.

Chairman PERKINS. Assuming that Mr. Quie had used that in his interrogation from the beginning—I did want to get your comment.

Mr. AHMANN. The description of the testing as it appears in the bill is sufficiently similar to that used by National Assessment that the borrowing I have proposed earlier is a reasonable possibility.

Chairman PERKINS. But if the words "reference testing" were substituted, then what would be your answer?

Mr. AHMANN. I would need an operational definition of the criterion reference term before I could answer the question since specialists in the field have disagreed as to the scope.

Chairman PERKINS. You know the experts state that we do not have the criterion reference testing. Am I correct?

Mr. AHMANN. I am sorry. I didn't hear the question.

Chairman PERKINS. They don't have the criterion reference testing. They don't use it—it would take a number of years to develop it? Is that so?

Mr. AHMANN. The fact that different specialists have disagreed on the scope of the definition of criterion reference testing has not prevented the use of criterion reference tests. They are available commercially; they are being developed in research efforts.

Chairman PERKINS. We had a witness Saturday who stated that they experimented for 6 years out in California and had not been able to come up with criterion reference testing. What's your comment about that?

Mr. **Ahmann.** Criterion reference testing is comparatively young. Such tests are sufficiently well developed though to justify substantial investment by reputable commercial firms.

The definition, as we have used it broadly, as I pointed out several times, includes what we are doing. We think we are successful in what we are doing.

Chairman **Perkins.** Well, you are saying that it has sufficient stability as an experiment to warrant providing a billion-and-a-half dollars, is that correct?

Mr. **Ahmann.** No, sir. Criterion reference testing, if I may define it in a broad way, is sufficiently well developed, can provide appropriate data for our work, and, in my judgement, were this bill to become law, could provide appropriate data for comparison on a State-by-State basis.

Chairman **Perkins.** Mr. Ford?

Mr. **Quie.** Mr. Chairman, may I ask one question? Did you lead witnesses this way when you practiced law?

(Laughter.)

Mr. **Ford.** Only until someone objected.

Chairman **Perkins.** Mr. Ford?

Mr. **Ford.** You just need the magic words, criterion for our purposes.

I have gained a strong impression, as soon as we started discussing the use of testing for the purposes that this committee might use it for, that you first have to decide what it is you want to end up with before you start the testing; so you structure the whole testing business on the basis of what it is you want to use the resulting data for.

Now what has been the principal purpose for which the testing you have done—and the instruments you have designed to do that testing—was intended?

Mr. **Ahmann.** To describe behavior of young Americans.

For instance, in reading we are not interested in a reading score, a percentile, a standard score, a grade equivalent. We are interested in representing what youngsters can read well. For instance, a paragraph in a newspaper or certain kinds of signs, or indeed, even poems. Those kinds of passages.

So it's our hope that we could display for educators, curriculum builders, teachers, legislators, solid examples of what young Americans know and can do.

For instance we would say here is a paragraph that could well be found in a metropolitan newspaper, 56 percent of the 13-year olds can read and understand this paragraph. Those are the kinds of statements we try to come out with.

Mr. **Ford.** So you really have concentrated in your purpose in determining what kind of material is most likely to achieve an educational result with children as distinguished from determining what proportion or what specific children need a particular type of assistance or generally supplemental assistance?

Mr. **Ahmann.** Well, it's possible in my hypothetical case of 56 percent, that teachers of English and others would be very upset that the percent was so low when they read the paragraph.

Then by reversal, they would say we have a problem here in our curriculum materials and our teaching.

Mr. **Ford**. While that kind of testing may be very useful in developing teaching techniques, developing curricula, developing teacher materials, and in fact in training teachers, it wouldn't have much relevance on a national basis or even within a State like Michigan or Pennsylvania or Illinois in determining what the educational needs for that State in the broad sense would be?

Mr. **Ahmann**. In my written statement——

Mr. **Ford**. Achievement on an English test would mean very little in a State with a substantial mixture of ethnic backgrounds that are predictably low scoring differently for a long period of their educational experience in such subject as English?

Mr. **Ahmann**. Of concern, of course, is reading and mathematics. I assumed in my reading of the bill——

Mr. **Ford**. Mr. Quie has expressed a concern for reading and mathematics. I am trying to learn something about testing.

Mr. **Ahmann**. All right.

Mr. **Ford**. So as I gather it what you have had as a testing objective now is a pure educational—set of pure educational objectives. If we were to say to you devise a test for us that will tell us how best to distribute it—distribute the limited federal resources so we will maximize the capability of that money on improving the overall quality of education in schools, and particularly in equalizing educational opportunity by helping the people who need it to catch up, what would you first do to structure a testing apparatus for that?

Mr. **Ahmann**. I would define the goals of what I had in mind and the scope then of the achievement areas associated with those goals.

Coming to mind first is obviously the basic skills, not only reading and mathematics, but also writing, listening and speaking.

If one were then to consider all of those basic skill areas, which then have ripple effects into the content areas like science and social studies, the tests could then be developed.

Presumably one would want to also develop from the test results statistical composites which, as I said earlier, is not something national assessment does; something which would have to be developed in order to achieve some kind of scale whereby State "X" versus "Y" could be compared.

Mr. **Ford**. Mr. Quie has suggested staying with reading and math. Once you get beyond reading and math, your testing becomes more sophisticated with each category that you move into, does it not?

Mr. **Ahmann**. In some regards, yes, sir.

Mr. **Ford**. So the margin for error expands in any of these things with the degree of sophistication that is worked into—of the breadth, rather, of the areas being tested.

Do you believe from the experience you now have, for example, of any regional or any geographic or social concentrations that lead to different results with the same kind of testing?

Mr. **Ahmann**. I am not familiar with any, no.

Mr. **Ford**. Well, we have heard that conditional testing methods that have been used for many years have built-in bias against people from different regions of the country, from different ethnic and racial backgrounds, economic situations. Doesn't that reflect itself in what you have been doing with testing, defined—you find for example that when you move into the field of English that there is any difference between the central city child and the rural child in what you have to do to test him?

Mr. **Ahmann**. In response to an earlier question I pointed out that the issue of cultural bias is a much more powerful one in aptitude testing than it is in achievement testing. I think that point is well worth mentioning in this context.

Mr. **Ford**. Now back to the primary purpose. It has been stated here that by people who are using testing for statewide bases for a variety of reasons that the objectives you would establish, and the type of testing you would do for the purpose of distributing resources, would be considerably different than the objectives and the type of testing that you would use for the purpose of determining the specific educational needs of children to whom those resources would be applied. Would you agree with that?

Mr. **Ahmann**. No, sir.

It's hard for me to imagine that reading or mathematics would be that different used in one context versus another. The scope might be different, but there would be common parts within this.

The difference may well come in how the results are represented rather than in how the objectives and exercises were developed.

Mr. **Ford**. So that you think that a single test could be developed that would not only determine how the resources should be allocated, but then the same testing criteria could be used to determine the needs of the children to whom it's allocated, is that what you are saying?

Mr. **Ahmann**. Yes, sir, given a broadly designed, broad scope test, this is possible.

Mr. **Ford**. Well, I gather then that some of you people in education are going to be lawyers. Get the two of you together and you have got to have disagreement.

Also, the question comes up, the State of Michigan uses a testing basis for the distribution of some resources for supplemental education and there has been some discussion out there about whether the objectives should be what they are or not.

We, I think, discovered that there is a distinction between the way they do it and the way Mr. Quie's bill would do it.

Mr. Quie's bill, as I understand it, would in effect punish you from improvement by taking this into account each time you come around to reallocate funds. The level or the impact of underachievers on the district—in other words the concentration of underachievers against some fixed norm. The Michigan system is to say that you profit only if you can show that specific children have achieved to a certain optimum level. In other words, that you made so much gain. If you don't make gain, then you take the money away, in effect, from the children who haven't made a gain because they didn't gain or from the school district that hasn't been able to make the gain. If they don't make a gain up to a certain fixed level, they don't get the resources the second time around.

Mr. Quie, on the other hand, says that you test them each time. If the school district continues to have underachievers, it continues to get money.

Now which of these methods would you suggest would be the best objective in devising a formula such as this billion contemplates?

Mr. AHMANN. Measurement of gain appeals to me a great deal. There is a problem, though, from the point of view of developing tests. Tests would have to have a comparatively high ceiling, as the saying goes.

In other words, levels of difficulty would be such that you have people on the scale who are doing poorly, average, and very well; they don't bump the top of the scale.

If one has instruments like that, then it's possible to show gain, no matter where your starting point was.

Most instruments have an insufficient ceiling; and as a result, when you try to show gain, starting at the middle of the distribution, it's very hard because the class, as it improves, bumps up against the top of the tests.

So I would support, personally, the gain concept provided the test had a wide range to it.

Mr. FORD. How do you prevent that from discriminating against the child who is in the most difficult situation, a child with the greatest degree of educational deprivation, with the greatest number of outside external handicaps that are attributable to the household, the community, family life, mobility, all of the other factors that affect the ability of the child to learn in a traditional learning setting?

How do you prevent this simple measurement of gain from discriminating against the child who has these other handicaps to carry on his back, what he is trying to gain?

Mr. AHMANN. Each handicap in its own way is reflected in the test scores. The school can only help out, I predict, in the case of part of these handicaps. I am not sure which part. It's not the area where I feel comfortable, namely, in elementary school teaching.

When you start measuring gains, the teacher who wants to show large gains usually wants to start with a class that begins low. This kind of situation usually makes it easier for the teacher, believe it or not, to show test score gains than as I pointed out from the class starts from average or, heaven forbid, above average. It may very well be that in the gain scores, I don't know, could actually favor the situation where the class as a group tended to start fairly low.

A footnote to this, though, is important: If, when we say low, we have reasons behind this which are not correctible, which are not within the purview of the school, which the teacher can't reach; then gain under any circumstance, in any area, may be extremely difficult.

Mr. FORD. Well, there seems to be fairly widespread agreement with the assumption that there is a relatively high correlation between the measurement of poverty and the instance of all of these external factors that many educators are telling us have as much or more influence and the position of the school on the child.

I sympathize with the objectives of Mr. Quie's bill here in trying to find something that may have a greater degree of accuracy, something better than a relatively high correlation, more direct correlation, because I feel that there are many examples of cases where this correlation just breaks down entirely; but I am troubled by the fact that we are going in the direction of measuring the need for services in terms of measuring the actual level of attainment that a child has at a given time as Mr. Quie would do; that that seems to say to school people that you will cut your resources to the degree that you show improvement. In any event, it does not encourage an attempt to improve children as an incentive for more funds.

When you look at it the other way, however, when you use only achievement as the incentive for more funds, I can't see how you are going to avoid discriminating against the extreme rural child and the central city child, just to pick two groups by location. Or the child coming from a household where English is not the principal language, and then you can go on down the line with whatever you —and proceed to a different part of the country, you can have the most educationally disadvantaged children. I have not been able to figure out how you wed these two to avoid inequities in a situation where maybe poverty stays with us as the one with the highest relative correlation to the need for expenditure of education resources.

Can you offer any enlightenment on how you straddle that seeming dichotomy?

Mr. **Ahmann**. Is there necessarily a dichotomy? Is it possible to allocate funds to states on both an economic and an educational deprivation basis?

Multiple criteria could be used not only in these areas but other areas where the problem develops.

Mr. **Ford**. Thank you very much.

Mr. **Quie**. That is all the questions.

Mr. **Ford**. Mr. Lehman, do you have any questions?

Mr. **Lehman**. I think all the relevant questions have been answered. I have enjoyed listening to your testimony.

Mr. **Ford**. Mr. Bell, anything further?

Thank you very much. Mr. Ahmann.

Mr. **Ford**. Dr. Alva Finkner, vice president of the Research Triangle Institute.

STATEMENT OF DR. A. L. FINKNER, VICE PRESIDENT, RESEARCH TRIANGLE INSTITUTE

Mr. **Ford**. As a matter of personal curiosity, I got on an airplane in West Virginia the other day that said reserve triangle special something. Are you running an airline, too?

Dr. **Finkner**. Not that I know of.

Mr. **Ford**. That was Piedmont Airlines. Where they put the name on the cockpit. It was called Reserve Triangle or something or other. That is the first time I have seen that parallel. Somebody is stealing your name.

Go ahead.

Dr. **Finkner**. My name is A. L. Finkner and I am employed by the Research Triangle Institute of North Carolina. RTI and I personally have been associated with National Assessment of Educational Progress and its predecessors since 1967.

Since H.R. 5163 proposed to employ procedures that are similar to National Assessment I have been asked to testify.

I cannot cover all the similarities and differences but I would like to make four main points which have been covered in my prepared statement.

Although National Assessment is based on what our definition of criterion referenced exercises are, and the procedures of H.R. 5163 also propose to use criterion referenced tests, the objectives of the two are different.

National Assessment is interested in reporting for each question separately the proportion of students that can answer that question correctly. They report for the U.S. population of the 50 States and the District of Columbia, that is for the 50 States and the District of Columbia and then for various sub-populations which Dr. Ahmann has already covered such as region, type of community, sex, and race.

National Assessment has studiously avoided giving a score to any student and they do not report data in such a manner that anyone else could derive such a score.

In contrast, H.R. 5163 must provide for a single index on which to base the allocation of funds or use some linear combination of the individual estimated proportions to do this.

How this could be accomplished best is not known and some work would need to be devoted to a solution to this particular problem.

The second point, both procedures rely on matrix sampling. This is simply defined as dividing the set of questions into subsets and the sample set of individuals into the same number of subsamples. One subset of questions would then be given to each subset of students. A matrix sampling implies that both the questions and the students are assigned to their respective subsets by some random procedures.

National assessment assigns its student at random but has other criteria for assigning exercises to packages.

Third point, in table 1 in the prepared statement, I give some estimates of precision for a selected set of science exercises administered in year one of national assessment. Similar results are available for reading, but I did not have access to them when this statement was prepared.

The items were selected only to represent the range of difficulty.

The first three columns in that table represent the actual precision based on a sample size of approximately 2400 students in each age class.

Columns 4 and 5 in that statement estimate what the precision would have been had only 600 pupils been measured in each of the age classes for each exercise.

You will note, of course, that the confidence band is wider for the smaller sample as you would expect.

Fourth point, nonsampling errors of one type or another occur in every survey and national assessment is no exception.

Now we do all we can to minimize these errors, which are difficult to detect and they are difficult to measure. One possible source of bias is the prospect that teachers may attempt to teach to the test. Another is that there may be leakage between schools or students that have taken the exercise, that is leaked to schools or students who are still scheduled to take the exercises.

Neither national assessment or RTI have any evidence that suggests that such biases exist.

Of course, our field procedures are designed so as to minimize this particular possibility. Whether this situation would hold true where large amounts of money would ride on underachievement probably should be investigated, although the experience in Michigan should shed some light on this particular question.

It does seem that if the procedures that are employed by national assessment are followed in this particular situation by the commission, that it would be very difficult to deliberately coach sample students to underachieve.

These briefly are the four points I brought out in my prepared testimony.

Mr. QUIE. Is that the end of your prepared testimony?

Dr. FINKNER. These represent briefly the four points that I tried to cover in my prepared statement.

Mr. QUIE. Thank you. If it's all right, I will go ahead and start.

Mr. FORD. Fine.

Mr. QUIE. I appreciate your testimony, Dr. Finkner. I think you get at the question of accuracy very clearly and I appreciate the table that you have here which, as you indicated, would be comparable to what you would have on reading if that was used.

So we are really talking about the larger sampling error is in column 2; and the smaller sampling error is in column 4. Is that correct?

Dr. FINKNER. No, it's the reverse. The larger sampling error is in column 4 which—in this particular case—turns out to be just double what it is in column 2, all the way down.

Mr. QUIE. Right. I see it is double. I guess what I don't understand, if you had a size of 600——

Dr. FINKNER. That is right.

Mr. QUIE. Column 2, 2,400?

Dr. FINKNER. Yes.

Mr. QUIE. Four is the smaller sampling?

Dr. FINKNER. Four is the smallest sample but the largest sampling error.

Mr. QUIE. OK. If you use about one-fourth of the size sample, you have about double the error?

The errors to me seems to be very insignificant as compared to the error that presently exists using poverty criteria to contribute money for educationally and economically deprived children. We are probably counting about one-fifth of the students for educationally disadvantaged by the present formula; and so, you know, when we talk about a 1 percent or a 2 percent or even a 3 percent error, there is sure a lot of difference than a four-fifths error as we presently have using the poverty figures.

Dr. FINKNER. Yes, sir. If you follow the procedures of national assessment, you can make those errors as small as you desire, depending upon what kind of sample size you want to employ.

Mr. QUIE. Now do you notify the sample school in advance that they have been selected?

Dr. FINKNER. Yes, sir, we do notify the sample school in advance. The students are not notified until we reach the school.

Mr. QUIE. That is the way you prevent any possibility of fudging on the part of the school?

Now what if you didn't even notify the school?

Dr. FINKNER. Well, we have to—as all other data collection programs, at least all of those I am acquainted with, have this same feature, that it's voluntary whether they participate or whether they don't. We must know in advance whether they will participate.

Mr. QUIE. I see. So if there was distribution within the State of course, then they would have to test every school? In that case they wouldn't have to notify the school necessarily if all the schools knew they were going to be tested anyway?

Dr. FINKNER. Again, it depends on what your objectives are. For a sample size of 600, I doubt very much that you would have to go into every school in very many States.

Mr. QUIE. This is a distribution amongst the States? If the State wanted to use criterion reference testing within the schools in the State, of course they would have to test the sample?

Dr. FINKNER. Yes.

Mr. QUIE. What is the difference in costs if you use a 2,400 sample or a 600 sample?

Dr. FINKNER. Well, I don't have those figures exactly, but—I had prepared some cost estimates earlier and as you know—as Dr. Ahmann pointed out—there are many different tasks that must be taken into consideration. There is the development of the objectives and the exercises themselves; the printing and the scoring; the selection of the sample; the administration of the field work; the processing of all data when it comes in; and finally the reports.

Now our part of national assessment consists of only two of those six steps: That is the development of the sample and the administration of the field work.

For a sample size of approximately 600, and assuming four—what we call group packages, where they would be administered to 12 students at a time, and one individual package where there would be 12 students administered one at a time, the estimated cost I came up with would be about $4.5 million.

Now for four times that much, there will be some economies to scale and probably somewhere in the neighborhood of $15 million for these.

Mr. QUIE. Thank you very much. I will yield.

Mr. FORD. The morning paper indicates that if the position now being advanced by the Secretary is followed, the reserve money for this year was spent last year.

Did you see that?

Mr. QUIE. Yes.

Mr. FORD. I am intrigued by the idea that this might be an area where we should be spending some reserve money. It might be hard to get it at the moment.

On page 3 of your statement you say that in contrast funds are to be allocated under H.R. 5163 on the basis of achievement scores and then the answers to individual exercises must be aggregated within a single number per State which would then be compared to the number of similarly calculated for another State in determining the relative allocation of funds.

When you say that it doesn't imply that it necessarily means the same number of children?

Dr. FINKNER. No; you certainly have to arrive at some estimate of the total number of deprived children per State.

Mr. FORD. Total number of deprived children?

Dr. FINKNER. Yes; disadvantaged.

Mr. FORD. You have to start out with an assumption, some other statistic, to tell you what that is?

Dr. FINKNER. Well, you have pretty good figures on what the number of 17-year-olds——

Mr. FORD. Let's do it the other way. Let's take New York and Mississippi.

Dr. FINKNER. Yes.

Mr. FORD. How would you determine how many people to test in New York and Mississippi on the basis of simple calculations?

Dr. FINKNER. Oh, your question is should we have a differential sample size in these two States because they are widely varying in population?

The answer is no.

Mr. FORD. So that if you tested 200 children in Mississippi, you would still attempt to test 200 children in New York?

Dr. FINKNER. Yes, sir, and the reason for that is that—it's quite technical, but it's based on one little aspect of the formula for the sampling error—the only difference in developing sampling error is based upon a multiplier which is one minus the sampling fraction. One minus the sampling fraction in New York is certainly going to be larger than one minus the sampling fraction in Mississippi but not significantly so that it's going to change your sampling error at all.

Mr. FORD. How do you establish criteria for testing of a fixed number of children in New York that doesn't require a great deal more variation than one in Mississippi? Aren't there a great deal more variations in all of the factors affecting education found in a diverse State like New York than would be found in Mississippi?

Or better yet, let's drop Mississippi and take South Dakota? Would you still use the same number of people in South Dakota as you used in New York?

Dr. FINKNER. I would to start with. If it did turn out that there is greater or less variability from student to student within South Dakota, then there is in New York, then that fact has to be taken into consideration.

Mr. FORD. What kinds of variables would you take into account in determining the makeup of your sample for New York?

Dr. FINKNER. Well, we take into consideration certain factors which we call stratification variables; we try to use as much information as possible to get the most efficient design possible. But the sampling errors which are shown in table 1 are those that are actually computed after the data have been collected.

Mr. FORD. You use the expression "stratification factor." Those are conditions which are likely to predict success and failure for a child?

Dr. **Finkner**. No.

Mr. **Ford**. What is the stratification factor?

Dr. **Finkner**. The purpose of stratification is to try to get a set of—or more correctly, a subset of elements that are as homogeneous as possible within that subset. If you got them all alike, then you would only need to take one out of that subset in order to measure the whole subset; so you try to get as homogeneous a group as possible by means of this stratification process. That increases your efficiency and cuts down your costs.

It really has nothing to do with the relationship to a student's success or failure—well, in a sense it does, too, because if there is a relationship to achievement or underachievement, and you can predict that in advance, then, you can guarantee its homogenity.

Mr. **Ford**. I just can't understand how there could be any similarity even by volume in the number of factors that would be different in the sample in New York State as opposed to a State like South Dakota. I am trying to think of—I pick South Dakota because it's one from my own comprehension that would have the fewest variables in terms of cultural background, notwithstanding the combined population. That is a variable that could be identified much easier than the Indians living in New York State; at least the ones in New York City who may in numbers be as many as in South Dakota, but they are invisible in New York, at least not easy to define and their problems are not as easy to identify and define.

Then you add onto that the cultural differences and you add on to that the mobility. We have been told over and over that how long a child stays in a given school may be as important as anything else; and whether you have a chance to succeed with him, and we know in big cities some schools have 150 percent turnover in the course of a school year. That probably would be unusual in a State like South Dakota.

How would you accommodate this fixed number test group to those differences?

Dr. **Finkner**. Well, the procedure which national assessment follows is such that every child, say every 9-year-old child in the State of South Dakota, has a known probability being in the sample; and so all the factors that you are talking about are reflected in his test score.

Mr. **Ford**. How did you get to the assumption that you start with, that every 9-year-old child falls in South Dakota between point "A" and point "B"? Didn't you first have to have some testing in South Dakota?

Dr. **Finkner**. Between point "A" and point "B"——

Mr. **Ford**. I thought I understood you to say that you start off with the knowledge that every child 9 years old fell within a certain range of achievement.

Dr. **Finkner**. No, sir. No, sir. That——

Mr. **Ford**. Explain that to me again.

Dr. **Finkner**. We have no preconceived ideas as to what the distribution of reading is. We will give them a certain exercise and from that we estimate the percent who give an answer to that exercise correctly.

Mr. **Ford**. How many children would you have to test in South Dakota to know what that factor for South Dakota was?

Dr. FINKNER. Well, the figures I give you in table 1 will give you some indication. You have to tell me what kind of accuracy or precision you want and then I can tell you something about sample size.

If those 95-percent confidence limits that are shown in column 5 are of sufficient precision for you to estimate, then a sample size of 600 would be satisfactory.

If it's not, then we have got to go to a higher sample size.

Mr. FORD. Apparently I am not familiar enough with your profession to be able to ask questions in a way that will enlighten me with respect to the prejudice with which I start toward the question that leads me to an assumption that you can't deal with a small sample in a way that is fairly going to reflect the diversity of a State like New York, while it may be relevant and fairly accurate for a nondiverse State like South Dakota.

Dr. FINKNER. Well, again, in New York, as in South Dakota, every 9-year-old will have some known probability of coming into the sample.

We know; and from this test score, he will represent a number of individuals that are like him, so that——

Mr. FORD. But 80 percent of the population in State "A" has the same kinds of social-background biases built into their educational experience.

When you go to a State like New York, you will be lucky if you find any one group that represents more than 30 percent.

Dr. FINKNER. But whatever that percentage is, it will be represented in the samples always with a certain probability of being wrong.

Mr. FORD. Are we talking about testing 100, 200, 500 children per State?

Dr. FINKNER. Here we were talking about 600 per State in the table that I presented.

Mr. QUIE. Would the gentleman yield?

Mr. FORD. Yes

Mr. QUIE. Have you ever talked to people who poll, like Gallup, Harris—polls of that nature? What amazes me, as you have indicated here, is that the scientific poll turns out to be quite accurate; and it doesn't make any difference where they do it. It's about the same size of sample.

I am talking about when they do the sampling in the State of Minnesota and how inaccurate it is in a congressional district or county.

They tell me they have to do the same sampling in a congressional district as they do in a whole State in order to get the same kinds of accuracy in the congressional district that they get in the State.

They work it up scientifically, so that number is what they need to inquire from.

They do a thorough study of all the cultural differences.

I think you make a good point, though, of where there is, in South Dakota, probably fewer cultural differences than in New York. I have never asked the Gallup poll if there are more differences in one area than in another.

I have asked, for instance in Minnesota, between Minneapolis and St. Paul, and out in the rural area. They tell me political polling uses the same sampling. There are more differences in Minneapolis than there are out there in the rural areas. I know it always makes both people wonder about the accuracy of scientific polling. It really turns out to be more accurate than anything else you could possibly do.

Mr. FORD. I don't think that is a very good analogy. We know that the closer you get to the event, such as an election, if a poll is taken, the more likely it is to induce the margin of error because it's predicated on somebody reaching a conclusion which is expressible "Yes" or "No" or "Maybe"; "Yes" or "No" or "Undecided."

But these kinds aren't being asked on a basis of whether the sample is in toto, yes, no, undecided. It's not that simple. It's not a single factor, if you are trying to measure, will they fall to one side or the other side on the question of an issue or a candidate; or have they not yet made up their mind.

Mr. QUIE. This means it's easier here because you could test how well they read. You don't have to wait for them to make up their mind if they read well or not.

I think it's tougher in a poll of political opinion.

Mr. FORD. But the suggestion is that although the ratio of, in other words, one poor child who would be taking the test for many thousands more poor children in New York, than one poor child who took the test in South Dakota; so it seems to me that the individual achievement of that one poor child would have a magnified effect on the result of the test in New York over South Dakota, because whatever margin of error there is in it being an accurate sample has to be multiplied by the number of people that he, as a sample represents, doesn't it?

Dr. FINKNER. You are right in saying it's magnified by a greater amount. His weight is greater because he represents more people. You are absolutely right about that point; however, as far as variability is concerned, if the basic variability within each State is the same, you get just as good an accuracy with 600 students in New York as you will with 600 students in South Dakota.

Mr. FORD. The New York administraters tell us there is absolutely no way anybody in that city—the city, not the State—can tell you with any accuracy how many given children there are in school at any given time. They have to operate with all kinds of assumptions. They are just incapable of counting how many kids are enrolled in their school system on a given day.

That really leaves me with problems about who up there would know enough about a school where they can't even count the kids to tell you how to get your sample.

Dr. FINKNER. You are right there. We have to somehow or other get a—what we call a frame which is nothing more or less than just a listing of—conceptual listing at least, of all ninth-grade students in New York.

Mr. FORD. Don't misunderstand me. I am not trying to quarrel with you because I don't know enough about your field to do that.

I am trying to indicate to you how difficult it is for laymen like myself to understand how we will apply this to a method of direction of Federal funds that we can in turn explain to many members of Congress who won't have the opportunity that we have to listen to Mr. Quie.

(Laughter.)

Mr. **Ford**. Our new expert on testing.

Thank you very much.

Any questions on the other side?

Mr. Lehman, excuse me.

Mr. **Lehman**. I just want to make a couple of comments and get your reaction.

I have been a teacher and my classes have been interrupted for test scores and things like that. I have been on the school board visiting schools when they take these standardized tests. So much of the time when your standardized tests are given to classes, it's resented by the teacher, it interferes with the routine; the kids couldn't care less.

And I have seen kids just going down, marking anything to get rid of it. I just don't know if it is wise to base money that the school receives, or the school system receives, on an indifferently administered test. I think it's going to lead to the kind of abuses that will create more problems than we can ever possible solve.

Would you like to react to that?

Dr. **Finkner**. Well again, the only way I can react to that is in the context of national assessment.

Here we have, from the very beginning, leaned over backwards to try to put as little burden as possible upon the school. We send our own teams in there to do the assessing, the administration of the exercises. No one student ever takes more than one hour of an exercise. All this is arranged beforehand. The only thing we ask from the school is help in developing a list of nine-year-olds, 13-year olds, and 17-year olds, and some help then in getting them to a spot where they can be assessed.

We have encountered very little opposition because of these procedures. In most cases we have been complimented on the fact that we can get into a school and cause very little disruption and get out without any problem.

Mr. **Lehman**. Well, you know, if you go in, it gives the teacher a chance to go to the lounge for a while, for example.

I know these subtleties because I have lived with them. There are so many things that can lead to the kinds of things that you don't want to see created.

The whole idea is that there is a distinct monetary award for low test scores. You are putting the carrot out in front of the wrong horse. I don't know what else to tell you. The only way you can obviously make your work worthwhile is to give ten cents to the kid for every right answer.

I just have such reservations about this, and the fact that if you have a fixed sum of dollars to give to the whole remedial program, and if you give it on the basis of test scores, the only place it can come from is the economically deprived, because you are reaching less than two-thirds of them already.

To me it's one law that is getting off on a horse and galloping off in two directions at one time. I don't think we can afford that.

Mr. QUIE. You ought to ask the teachers in Minnesota when they were asked to estimate the income level of all the students in the schools or decide which schools should get the money. They weren't happy with that either.

The question of whether you reach all the poor kids or not, you must remember that when the money gets to the school, it isn't for the poor kids anymore. It's for the educationally deprived, no matter who they are.

We have a Federal program for educationally deprived, not for poor kids. We use poor kids as a gimmick in order to distribute the money under an assumption that there is such a close correlation that it gives accurate distribution.

Now we see the new census information for 1970 and we realize how inaccurate it was for that period of time it was used.

You talk about accuracy, and I think you ought to find out how accurate assessment is. When we do, remind yourself of what we are using now. I don't see how you can find a more inaccurate formula than we are presently using.

Nationally there are 47 percent fewer kids that had a $2,000 income than we thought there were for this distribution of money in the school year.

There is something wrong there. That varies from State to State. It's over 60 percent in some States.

You talk about a 64 percent inaccuracy as compared to a five percent.

Mr. LEHMAN. I agree with you that what we are doing is not based on accurate criteria, but I think what we are doing on test scores would not resolve it and even, in my way of thinking, may perhaps compound it.

I would like to look at this thing in regard to the survey on poverty based on census data. We might find out that that is not the kind of data that has validity to make this whole program work.

I think the education portion of this has the same problem. I think we are going to have to approach the whole thing from the data we have regardless of whether there is educational poverty or anything. I don't know whether by changing it from economic to test scores we are really improving it or whether we are compounding it.

My own opinion is I think we are compounding it. I think there are less problems with the data we have been using.

He has a point. I just don't happen to agree with him.

Mr. FORD. Thank you very much, Dr. Finkner.

We call now Dr. William Early, superintendent of the Flint public schools.

STATEMENT OF DR. WILLIAM J. EARLY, SUPERINTENDENT OF GOVERNMENTAL AFFAIRS, FLINT, MICHIGAN SCHOOL DISTRICT, FLINT, MICHIGAN

Mr. FORD. I would like to welcome Dr. Early here and introduce him to the panel. I understand Mr. Quie asked him to come.

Dr. Early has been one of the educational activists in the State of Michigan and has been in the forefront of encouraging educators to take a direct interest in how we legislate here in Congress and how we legislate back in Michigan on the State level and has been a long-time friend, whether we agree or disagree from time to time, of people who are concerned with finding legislative solutions to the problem of education.

Without objection, the prepared statement of Dr. Early will be inserted in the record at this point.

[Statement referred to follows:]

STATEMENT OF DR. WILLIAM J. EARLY, SUPERINTENDENT, GOVERNMENTAL AFFAIRS, SCHOOL DISTRICT OF THE CITY OF FLINT, FLINT, MICH.

Mr. Chairman, ladies and gentlemen of the Committee, I am William J. Early, Superintendent for Governmental Affairs of the School District of the City of Flint, Michigan, formerly General Superintendent of Community Education for the Flint Community Schools from 1966 through 1972. Your invitation to appear before this committee is most appreciated and I am pleased to share with you our experiences and findings of Title I of the Elementary and Secondary Education Act and to comment on aspects of H.R. 5163.

As Chief Executive Officer of the second largest school district in the state of Michigan (1966–1972), I can provide testimony that Title I of the ESEA Act of 1965 has indeed served as a major benefactor for the school children of our city. We in Flint, and if I may speak for other urban school districts in Michigan, believe it is essential that the primary purpose for and the major thrusts of Title I be continued and strengthened. We know that in Flint our programs for the educationally deprived have had a measurable effect and made a significant difference in the education of disadvantaged children and youth.

Attached to this statement are some charts which reflect the accomplishments of the children in the Title I program since its conception.

ESEA has influenced and improved education in Flint by requiring a greater measure of accountability by the school system for children by stimulating continuing education of the staff, intensifying research, and increasing the willingness for innovation in the schools, and has had a significant influence in increasing parental involvement in educational programs for their children, especially by those who were formerly seldom involved. Because of ESEA, members of the community working as teacher aides are participants in the educational process and have brought to the profession a new and urgently needed dimension.

In Flint, because of Title I, we have been able to make the following provisions for the children and youth of our community:

1. INCREASED STAFF

a. Reading and mathematics specialists for continuous inservice training of teachers.

b. Additional teachers in the areas of reading and mathematics for concentrated small group instruction for specifically identified disadvantaged children.

c. *Social Services Field Workers.*—Certified classroom teachers released from teaching duties to work with children in need of special counseling and one-to-one tutoring; also responsible for the organization and assistance in the regular monthly meeting of parent advisory groups.

d. *Paraprofessionals.*—Teacher aides recruited from the communities served by Title I bring many parents into the school building with a commitment of total involvement in educational growth of the disadvantaged.

2. PROGRAM COMPONENTS

a. *Reading and Arithmetic.*—The first four years were spent primarily on the improvement of reading and arithmetic skills.

b. *Preschool.*—For the last three years an effort has been made to concentrate in the area of preschool programs in the target schools. This program is now showing results because:

Comprehensive health services are provided:

(1) Complete physical examinations for all enrollees with follow-up treatment by a team of pediatricians.

(2) Complete vision screening.

(3) Completion of all immunizations.

(4) Complete dental care.

(5) Part-time nurse to fully implement the health program.

Title I funds will enable us to provide preschool activities in both the academic and health areas thus providing a preventative program in lieu of a remedial program. Title I has enabled us to focus on children with critical health problems which impair learning. As much knowledge of the child as possible is most important upon entrance to school. This information is now available for children entering kindergarten in Title I schools which was most difficult to acquire from parents due to lack of finances, lack of knowledge, and in some instances, laxity, which may be a fear of the establishment.

c. *Parental Involvement.*—Title I has almost diminished the fear of parental interest in school affairs. Trust has now replaced mistrust. Cooperation has been established in place of indifference. Participation and interest has replaced non-involvement and apathy.

d. *Home Visitation.*—Title I has provided staff an opportunity to visit homes otherwise not visited to stress to parents the importance of daily attendance at school. Lest we forget, many of these children have had records of chronic absenteeism. Now we know when they are absent and why. In many instances the social worker will go to the home to get the child.

e. *Mobility.*—Continued funding of Title I would enable us to follow the children who are mobile. This one factor always enters into the results of post-test scores. Seldom can we show the results of the same children in pre- and post-test scores because of excessive mobility.

f. *Data Collection.*—Consideration must be given to these unique children when we discuss hard-core data, particularly, if concentration has been at the upper grade levels. Most of these children are at least one and one-half to two years below grade level when they are subjected to a nationally-normed test which has been designed for children who have few learning disadvantages. This in itself is a gross disadvantage for identified children. Some other means of testing for academic achievement should be implemented to show true growth; this would encourage both children and parents and continue to persuade teachers that they must maintain an aura of high expectations for Title I children. In Flint, Title I has proved that children can readily be accepted as individuals with a positive image and self-concept and high self-expectations. Title I has experimented with new programs emphasizing individualized instruction many of which have proved successful and are now included in the regular school curriculum. Some of these programs include the following:

(1) The Individualized Mathematics Program developed by the Title I specialist and the Flint Mathematics Department. This program has recently been published and is currently being used across the country.

(2) The Language Experience Approach to reading.

(3) Tutorial aides in reading.

(4) AAAS Science Program.

(5) Individualized, prescriptive approach to corrective reading using a variety of commercially-prepared programs.

(6) The needs of children, requests of parents, and teacher input are essential ingredients to the determination of the prescriptive learning program utilizing at least eight different reading systems among the 25 elementary and junior high schools currently participating in the project.

Title I funds have enabled Flint to develop the programs and incorporate the services described on the previous pages. I do not wish to grossly exaggerate the educational gains that were made nor do I wish to imply that every child in Title I schools has met a level of achievement equal to the National Norm. The attached charts, however, do show significant achievement, especially after a period of two or three years following the development of programs, the acquisition of "know how," the joining together of parents, students, and teachers in a cooperative effort.

We all recognize that specific legislation can be improved . . . and our review of H.R. 5163 indicates that the concept is one that we can support. In Michigan, our state-funded program of compensatory education has had both a considerable and a measurable degree of success and its basic premise has some similarity to that of H.R. 5163.

Title I as designed by Congress was intended to assist children with academic difficulties and to help them obtain basic learning skills. It was not necessarily constructed to determine who may be poor or socially disadvantaged.

H.R. 5163 effectively transfers the basic determination of eligibility from the use of census data on income to that of educational deficiency.

Some concern may be properly expressed about the use of testing to determine the inter-state distribution of funds. Our own experience in Michigan should somewhat serve to diminish such fears and the use of criterion-referenced tests which measure student progress toward explicit objectives as defined by the school enterprise will further serve to reduce apprehension.

We understand criterion-referenced tests as measures of degree of mastery taught and learned in a specific time frame. They have a high degree of individual relevance and validity. The major intent is to measure individual progress and identify needed additional experiences to assure mastery of instructional objectives. Criterion-referenced tests afford teachers and children the opportunity to focus on mastery of material enabling pupils to progress to a higher level of study.

Further, H.R. 5163 retains the desirable factor that the funds are categorical in nature. We would otherwise have concern that the funds might be diluted and not be utilized to provide services for those most in need of educational improvement.

The legislation also provides flexibility of programming by permitting the funds to follow the child. This is particularly crucial in urban areas where great mobility may exist during the school year.

It is most important that sufficient funds continue to be provided because it is imperative that we do more than merely raise the aspirations of parents, children, and teachers . . . the funds must be adequate to make a difference so that services may be provided as necessary to accomplish the task and meet the goals.

In closing, may I express the profound appreciation of my fellow educators for the interest and support that this Committee has given to education and to the children and youth of this nation.

I shall be pleased to answer any questions you may have. Thank you for the opportunity of appearing before you.

Appendix

TITLE I READING AND ARITHMETIC CHARTS

Charts A, B, and C indicate the post-test scores in reading of pupils in the second, third, and fourth grades, respectively, from 1966–67 through 1971–72.

Charts D, F, and H indicate the pre-test and post-test scores in reading of pupils in the second, third, and fourth grades, respectively, from 1966–67 through 1971–72.

Charts E, G, and L indicate the gains in months from pre-test, given in September, to post-test, given in May, of pupils in the second, third, and fourth grades, respectively, from 1966–67 through 1971–72, in reading.

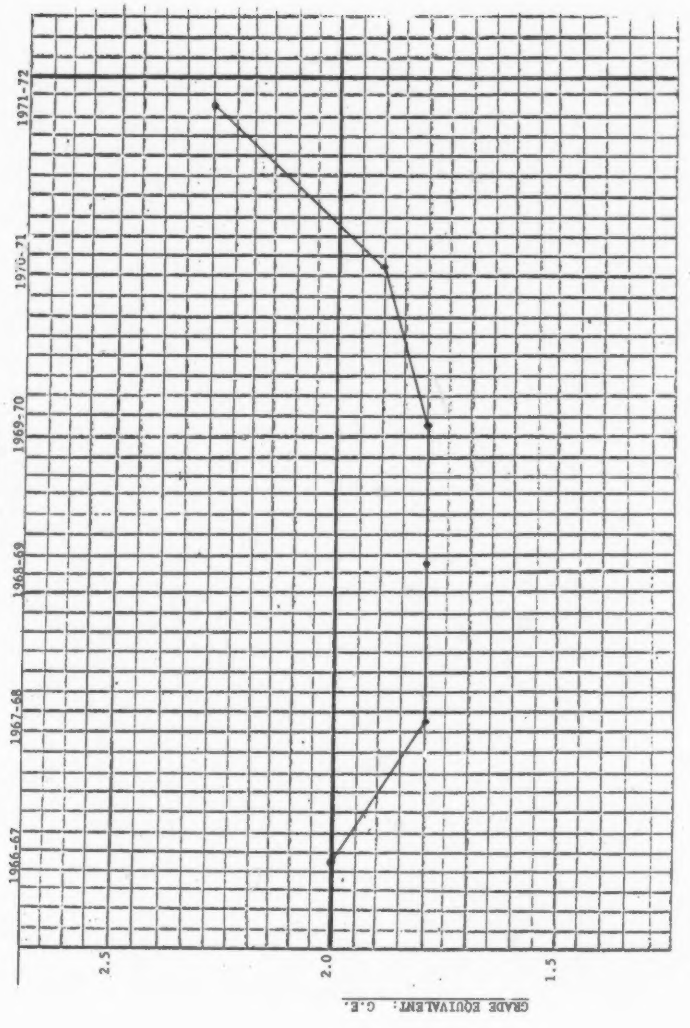
Charts J and K indicate the post-test scores in arithmetic of pupils in the fifth and sixth grades, respectively, from 1966–67 through 1971–72.

Charts L and N indicate the pre-test and post-test scores of pupils in the fifth and sixth grades, respectively, from 1966–67 through 1971–72, in arithmetic.

Charts M and O indicate the gains in months from pre-test, given in September, to post-test, given in May, of pupils in the fifth and sixth grades, respectively, from 1966–67 through 1971–72, in arithmetic.

In all charts, the pre-test was given in September and the post-test in May.

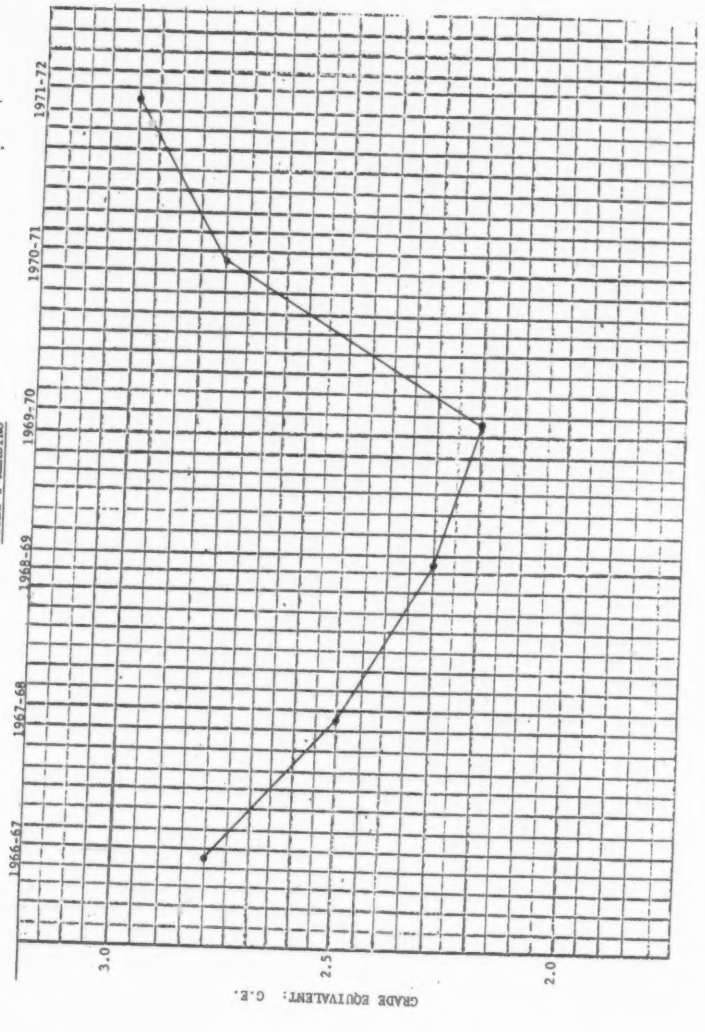
SECOND GRADE POST-TEST SCORES
TITLE I READING



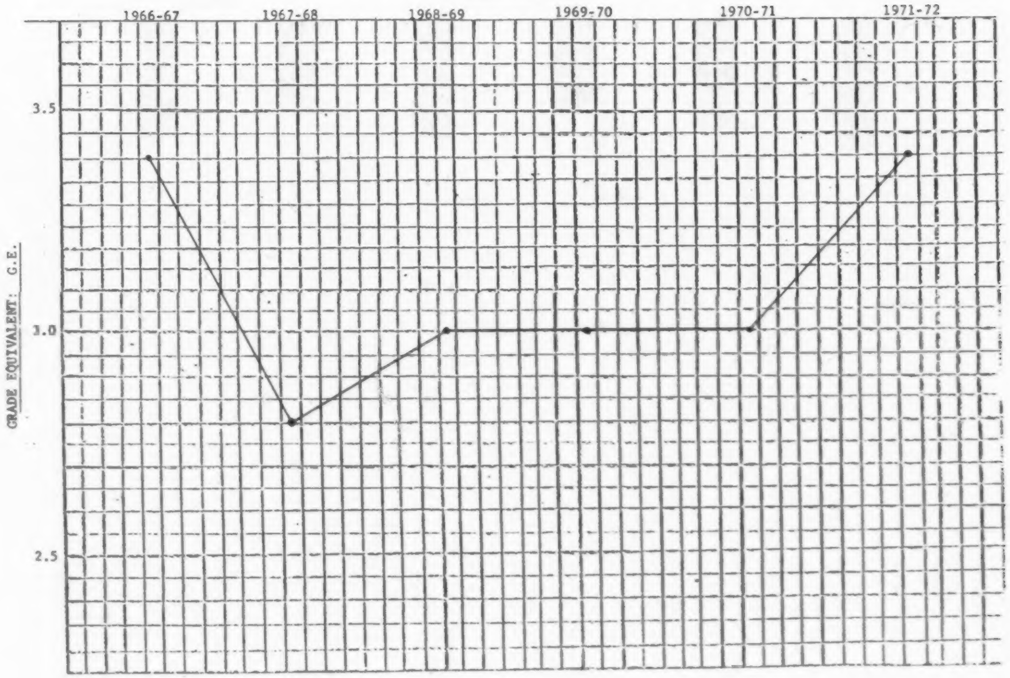
A

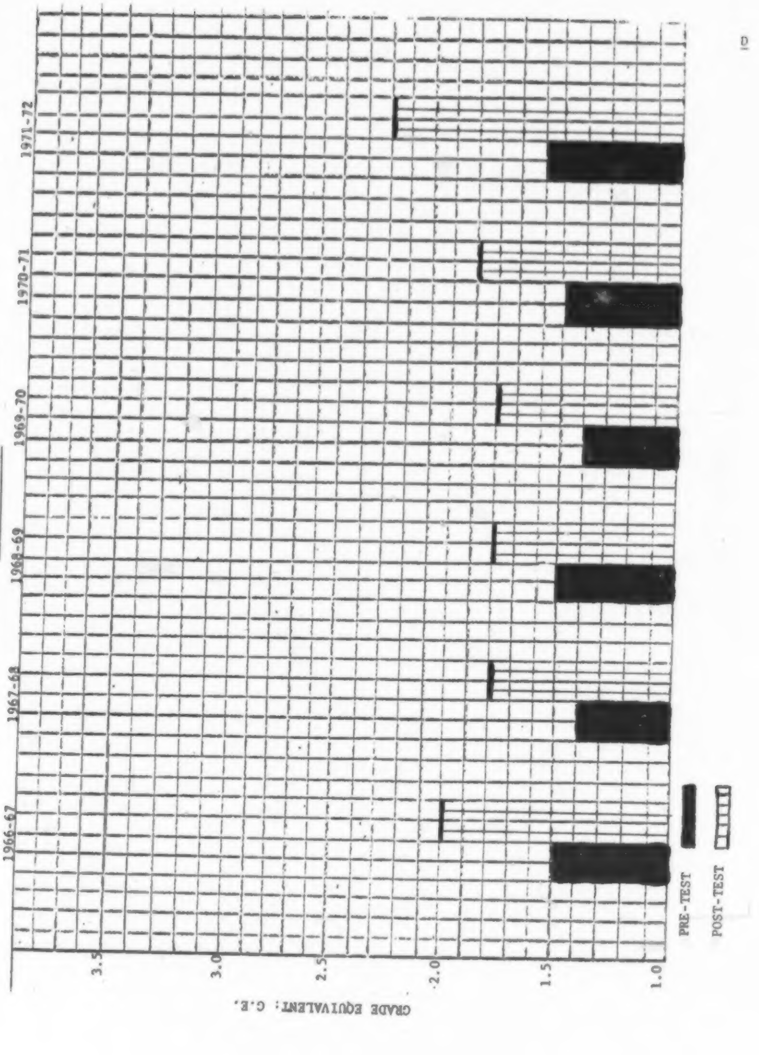
B

THIRD GRADE POST-TEST SCORES
TITLE I READING

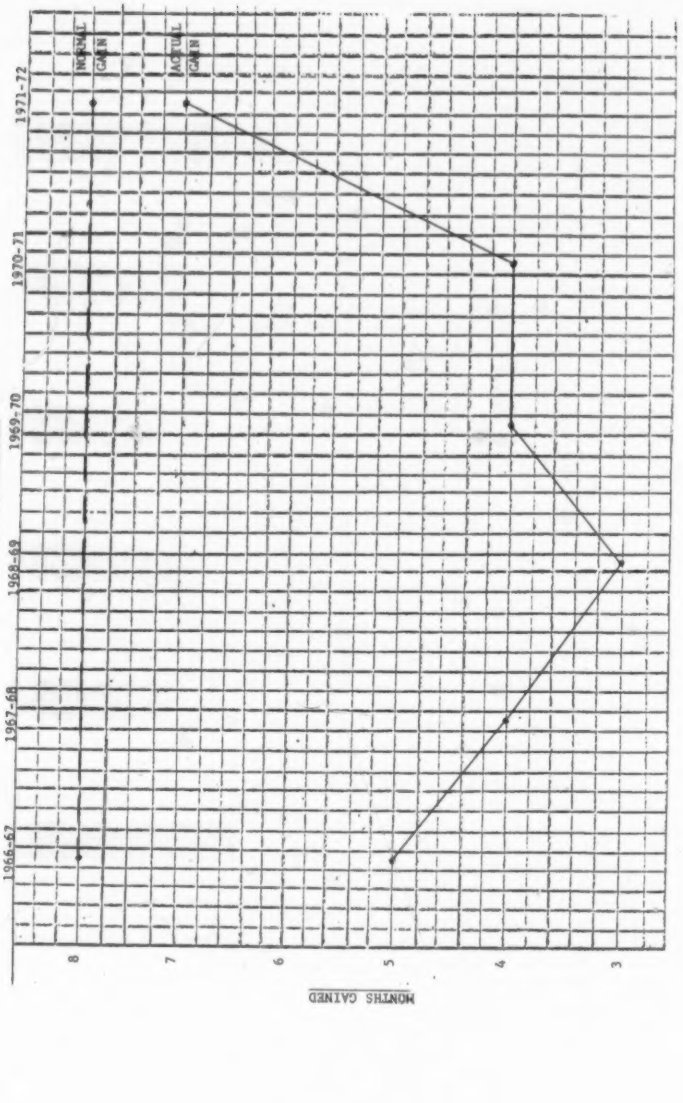


FOURTH GRADE POST-TEST SCORES
TITLE I READING

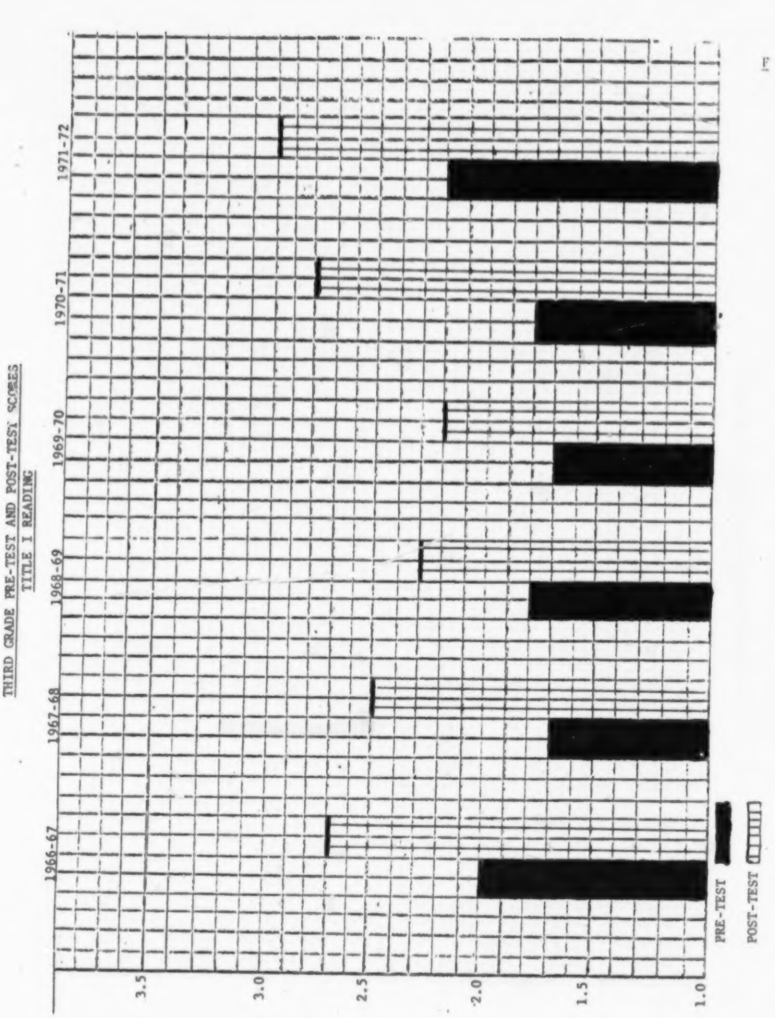




SECOND GRADE PRE-TEST AND POST-TEST SCORES
TITLE I READING



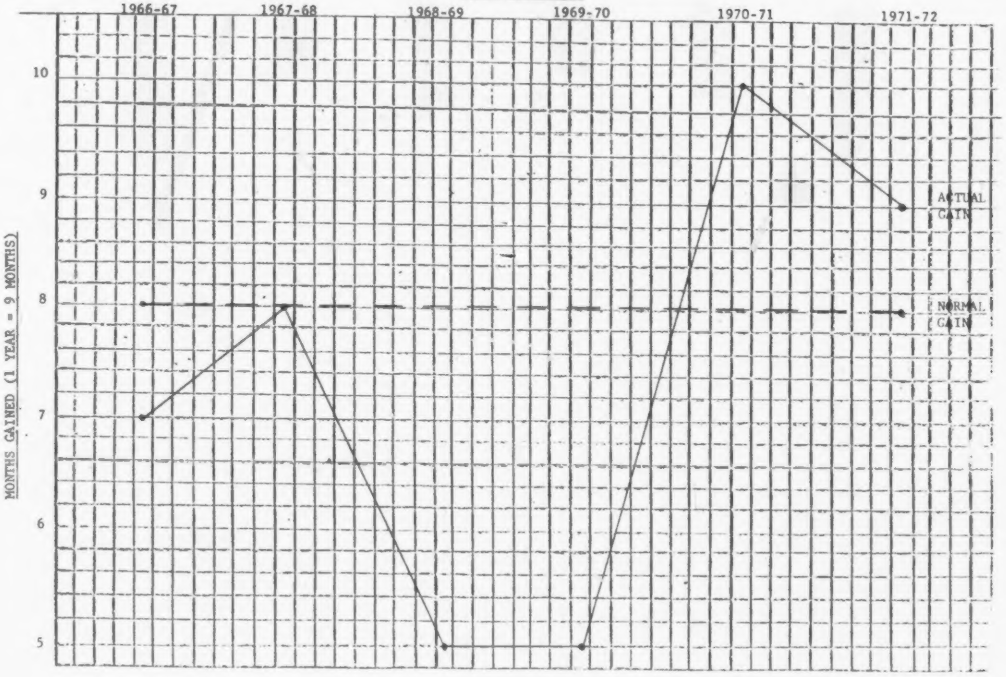
SECOND GRADE GAINS: PRE-TEST TO POST-TEST
TITLE I READING



THIRD GRADE PRE-TEST AND POST-TEST SCORES
TITLE I READING

THIRD GRADE GAINS: PRE-TEST TO POST-TEST

TITLE I READING



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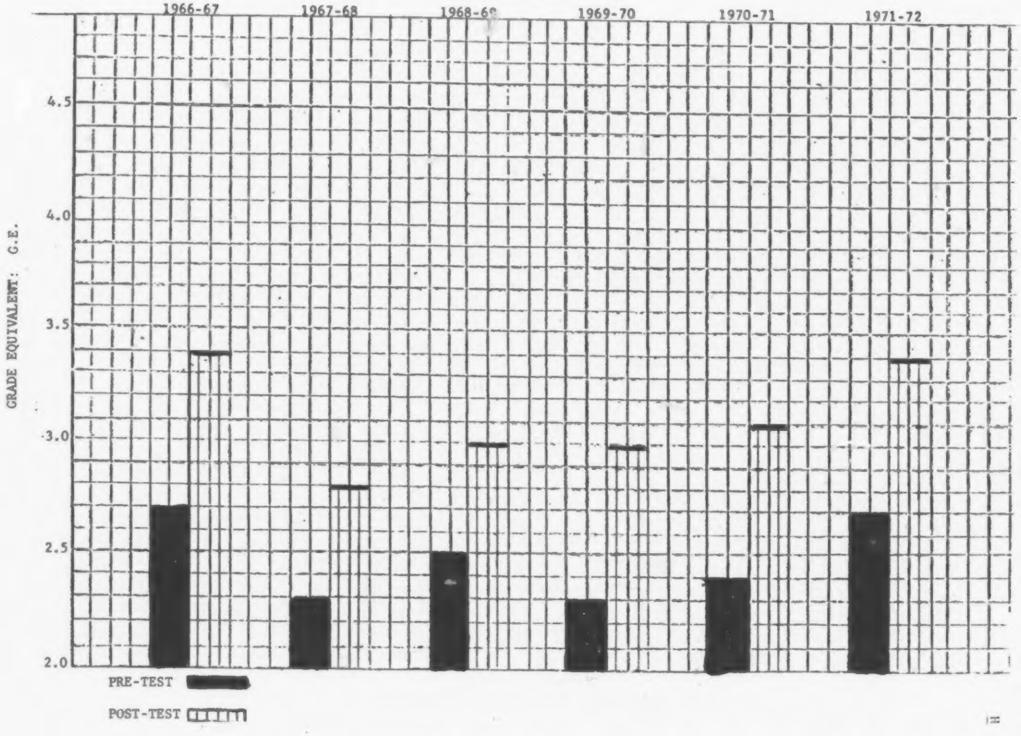
TITLE I READING



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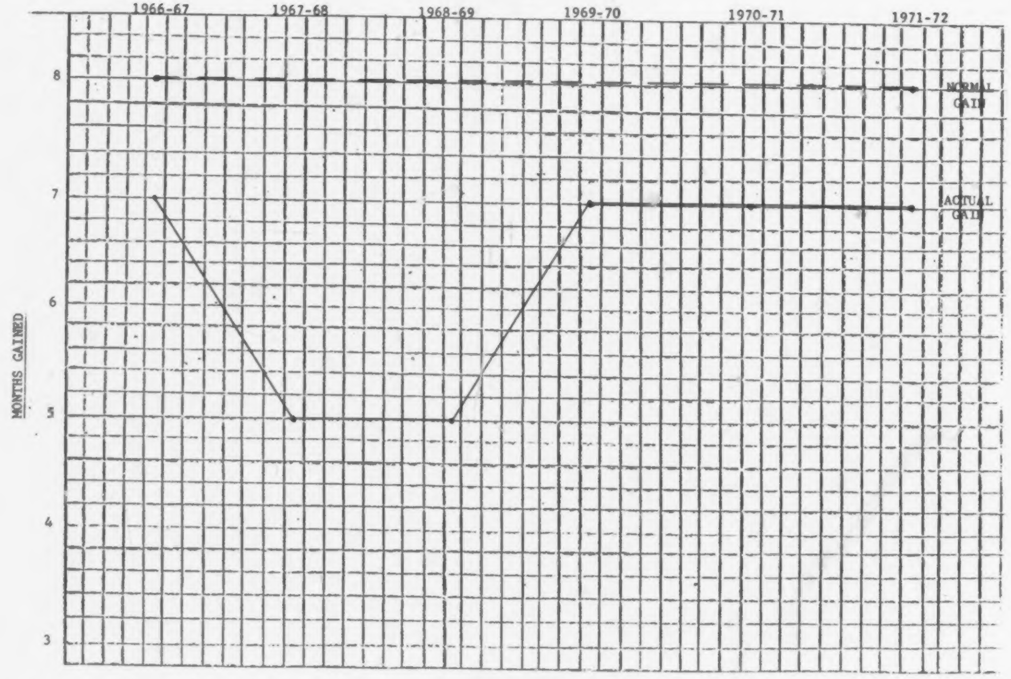
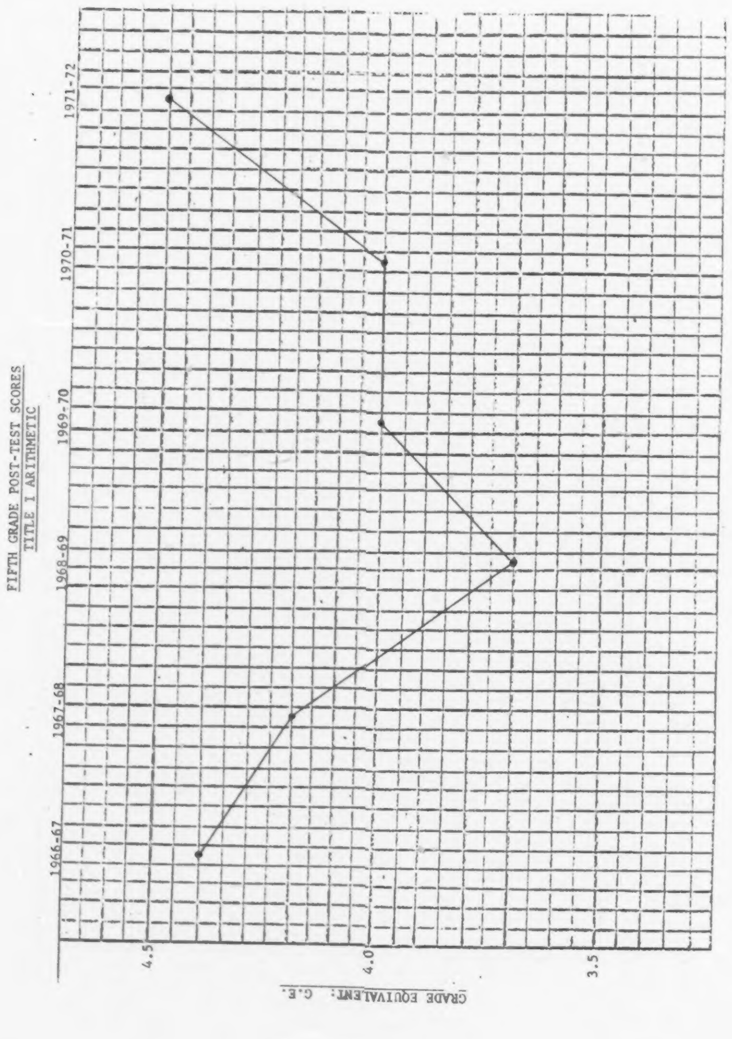
TITLE I READING

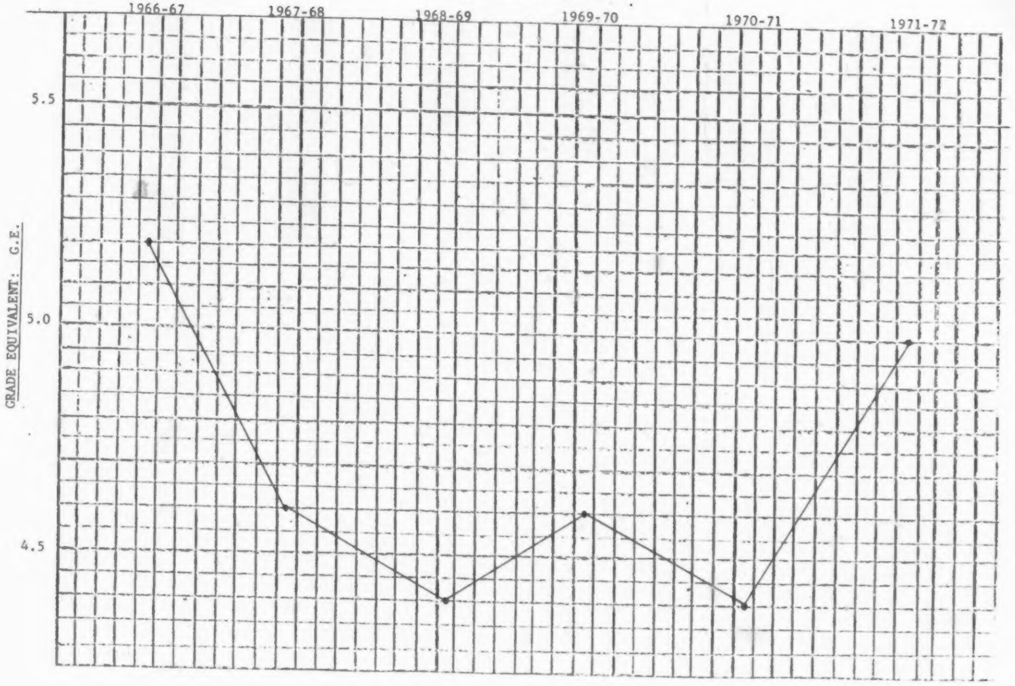




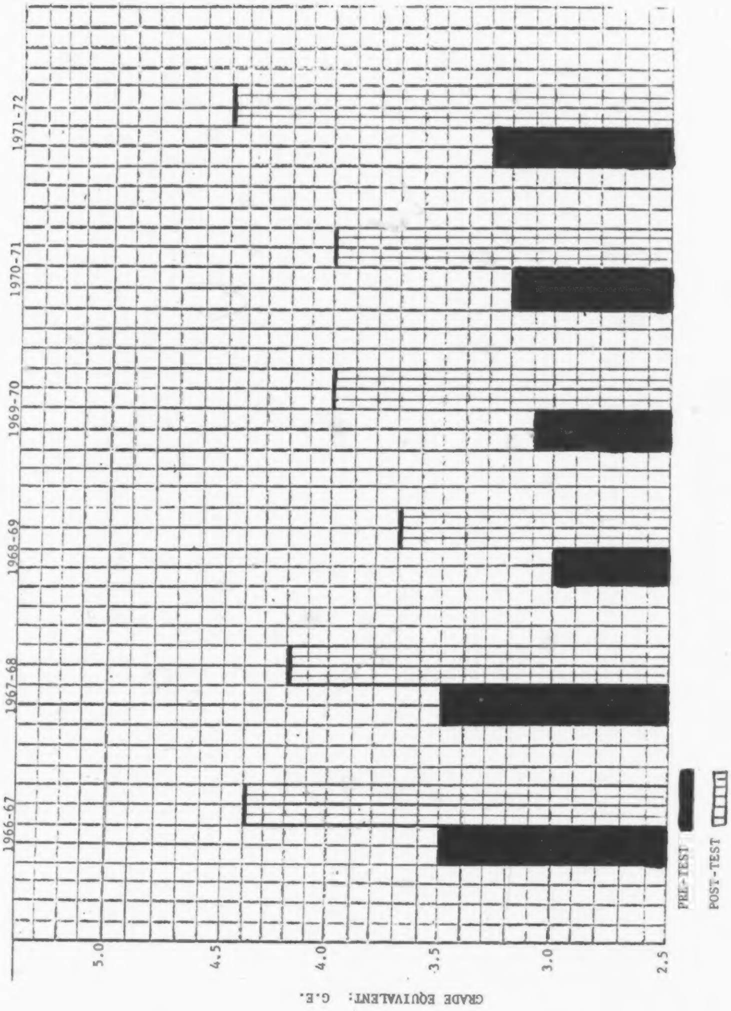
FIFTH GRADE POST-TEST SCORES

TITLE I ARITHMETIC

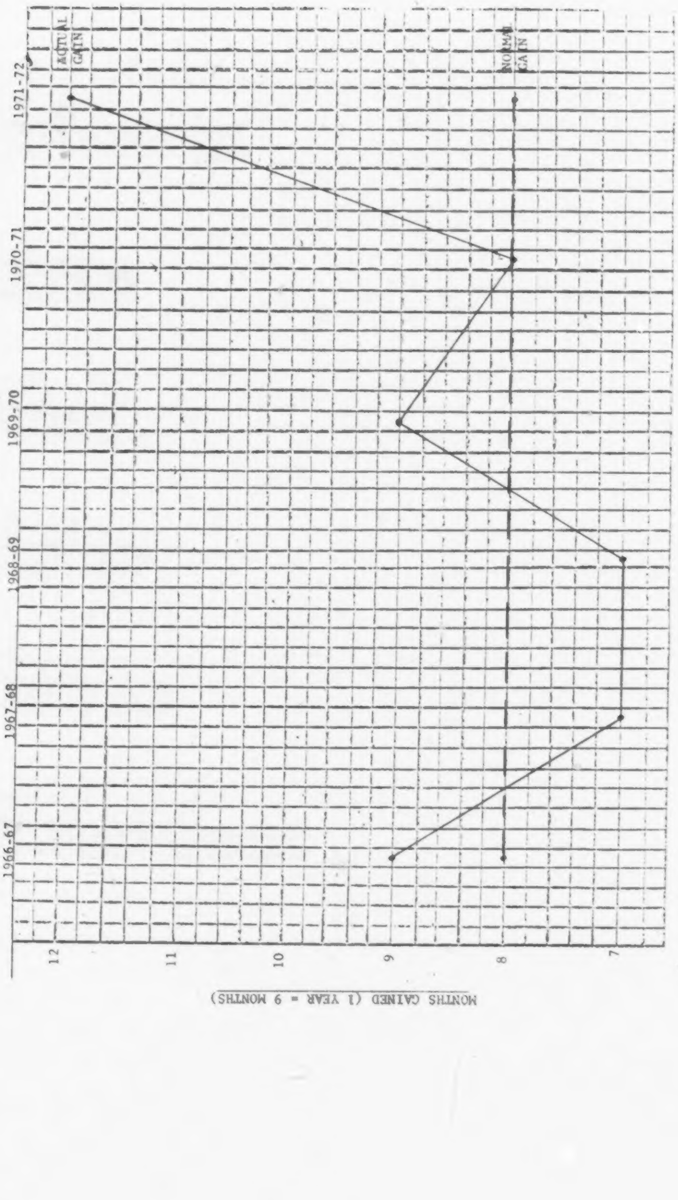
SIXTH GRADE POST-TEST SCORES
TITLE I ARITHMETIC



FIFTH GRADE PRE-TEST AND POST-TEST SCORES
TITLE I ARITHMETIC

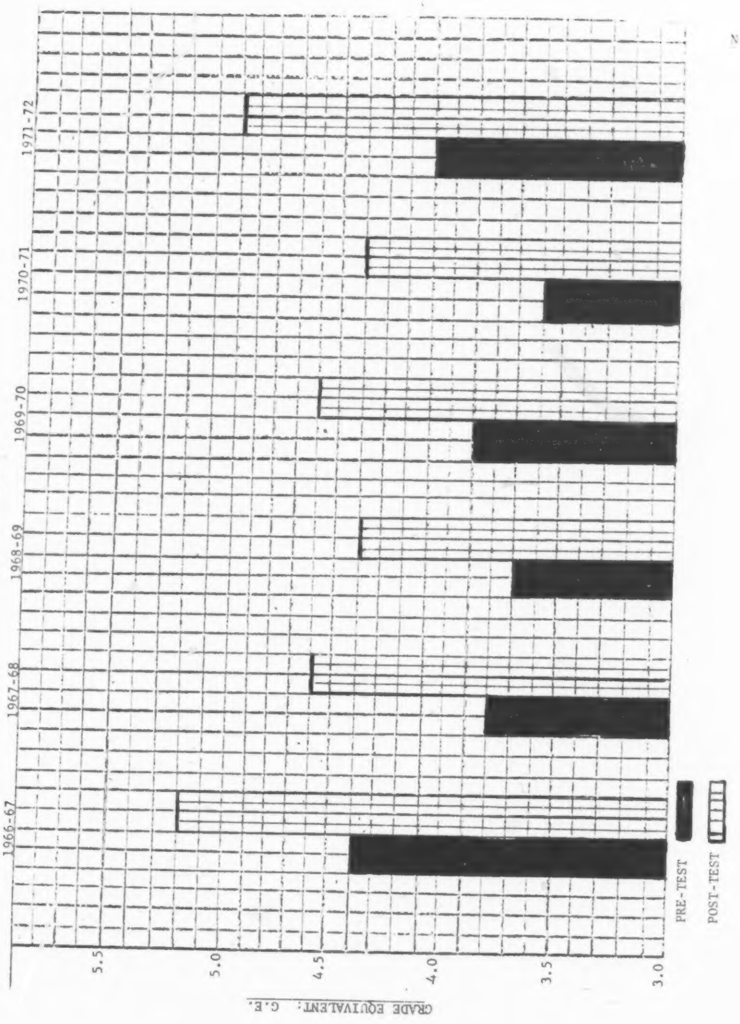


FIFTH GRADE GAINS: PRE-TEST TO POST-TEST
TITLE I ARITHMETIC

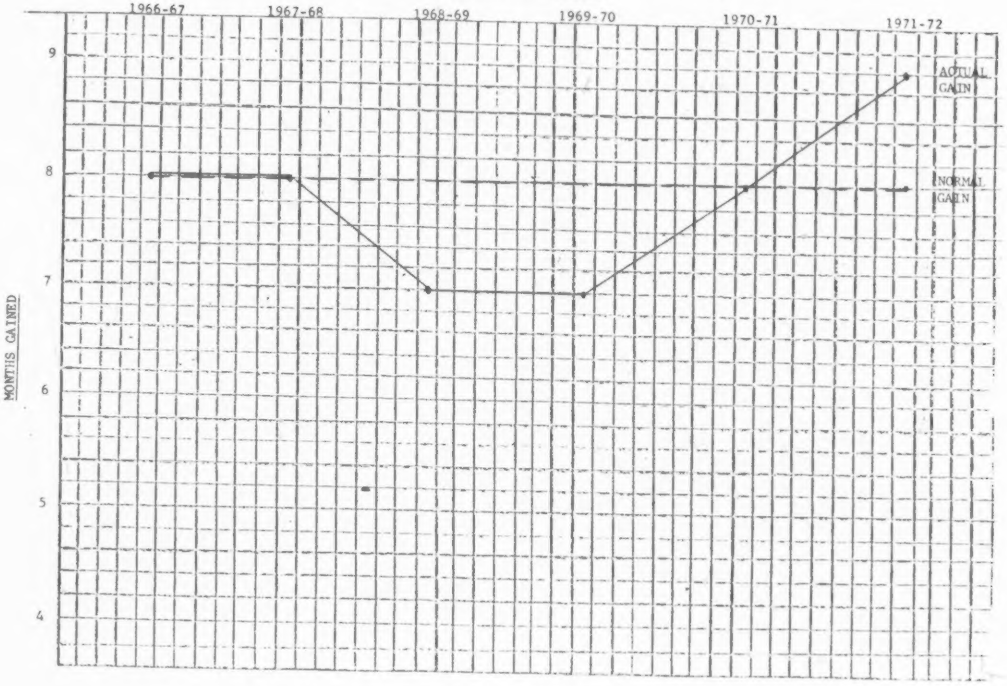


SIXTH GRADE PRE-TEST AND POST-TEST SCORES

TITLE I ARITHMETIC



SIXTH GRADE GAINS: PRE-TEST TO POST-TEST
TITLE I ARITHMETIC



Mr. FORD. You may proceed.

Mr. LEHMAN. Are you any relation to the Early who is chairman of the West Palm Beach County school system?

Dr. EARLY. No, sir.

Mr. LEHMAN. You know of him?

Dr. EARLY. No, sir.

Good morning. Thank you.

I am William Early, superintendent of governmental affairs, Flint, Mich. I am pleased to share with you our experience in funding of title I and to comment on aspects of H.R. 5163.

First, I should like to note that title I has indeed influenced and improved education in Flint by requiring a greater measure of accountability by the school system for children, by stimulating continuing education of the staff, intensifying research, and increasing the willingness for innovation in the schools.

It has had a significant influence in increasing parental involvement in the educational programs for the children, especially by those who previously were seldom involved.

This morning I should like to emphasize parental involvement and development of individualized prescriptive approach for the student for educational improvement.

From the aspect of parental involvement, we have found that the use of paraprofessionals or teacher aides recruited from the communities served by title I bring many parents into the school building with a commitment of total involvement in the educational growth of the disadvantaged.

Title I has provided staff an opportunity to visit homes otherwise not visited to stress to parents the importance of daily attendance at school.

As we must not forget, many of the children whom we are speaking about have had records of chronic absenteeism. Now we at least know in Flint when they are absent and why.

The continued funding of title I will enable us to follow the children and the child who is mobile. There are two major factors, we find, in Flint for the inability of the school to deliver a productive kind of system and to improve achievement.

One is mobility and the other is absenteeism. The only way to overcome these two negative factors, we at least have found, is parental involvement.

Parental involvement through title I has for us diminished the fear of parental interest in school affairs. Trust has now replaced mistrust. Cooperation has been established in the place of indifference; and participation and interest has replaced noninvolvement and apathy.

We have developed a chart in which we list our schools chronologically by achievement. I speak to elementary schools. We might list our 45 elementary schools from 1 through 45 with one having the poorest achievement and 45 the highest achievement.

Then we will list across the top of this same chart what may be classified as negative input factors, such as housing below code requirements in that community school area, communicable disease, crime rate, one-parent families, income levels, ADC and welfare, et cetera.

We also list the amount of dollars spent per child. We find and are happy to report that we are spending more dollars per child in the school ranked 45 than the one ranked first.

We also find this matters little until we involve parents and interest the parents, have support from the parents, and develop through the parents a self-perception that they and their children can profit from school attendance and help reduce mobility within the school community.

In Flint, title I has proved that children can readily be accepted as individuals with a positive image, self-concept, and high self-expectations. Title I has experimented with new programs, emphasizing individualized instruction, many of which have proved successful and are not included in the regular school program.

Two particular areas relating to H.R. 5163 are the development of an individualized prescriptive approach to corrective reading using a variety of commercially-prepared programs as well as those of our own; and the utilization of the needs of children, the requests of parents, and teacher input. We find these are essential ingredients to the determination of the prescriptive learning programs utilizing at least eight different reading systems among the 25 elementary and junior high schools currently participating in the project through the utilization of ESEA funds.

Attached to my presentation today are charts which do show significant achievement, especially after a period of 2 or 3 years following the development of the programs and the acquisition of know-how, the joining together of parents, students, and teachers in a cooperative effort.

Those in yellow relate to reading achievement and in blue relate to the area of mathematics.

Speaking directly to H.R. 5163, we believe, from our experiences in Michigan, that it does effectively transfer the basic determination of eligibility from the use of census data on income to that of educational deficiency. Of some concern is the use of testing to determine the interstate distribution of funds. Our own experience should somehow diminish such fears and the use of criterion reference tests which measure student progress towards explicit objectives as defined by the school enterprise will further serve to reduce apprehension.

Chapter 3, in Michigan, which I based on this particular kind of approach has been accepted by all communities involved, has been accepted by the classroom teacher, by the school administrator, and very importantly has received increased legislative and financial support.

H.R. 5163 retains the desirable factor that funds are categorical in nature. We would otherwise have greater concern that the funds might be diluted and not be utilized to provide services for those most in need of educational improvement.

The legislation also provides flexibility of programming by permitting the funds to follow the child. This is particularly crucial in urban areas where great mobility may exist during the school year. Mobility is not necessarily the fault of the parent. Mobility may result because of highway and expressway development or through urban renewal. Some schools will have turnover rates in excess of 100 percent in a given school from the beginning of the year to the end of that school year.

Continuation of title I as a categorical program can have these beneficial experiences for the school system if they are willing to, one, make the child's welfare the first concern; two, have the home become an active link in the educative network of children; three, provide all children a chance for equality of educational achievement; four, accept the disadvantaged as equals from a unique and significant culture; five, accept diverse cultures as essential for the development of an educational system that utilizes and shares those who are different, whereby all participate in a meaningful learning experience; and six, and very important, provide proper and timely funding, actually provide forward funding so the programs may be properly carried on.

It is important funds be provided because it is imperative we do more than raise the aspirations of parents, children, and teachers. The funds must be adequate to make a difference so the services may be provided as necessary to accomplish the task and meet the goals.

Thank you for inviting me this morning. I shall be pleased to answer any questions you may have concerning my remarks and again, thanks for allowing me to appear before you.

Mr. QUIE. Thank you, Mr. Early, for an excellent statement. I appreciate your strong support for this legislation and the concept that is utilized here.

Now chapter 3 money is distributed based on current criterion referenced tests in Michigan; is it not?

Dr. EARLY. Yes, sir.

Mr. QUIE. How long did it take you to equip yourself so you could distribute the money that came to the school district to the individual schools based on those tests?

Dr. EARLY. Chapter 3 money, as you indicated, is distributed to the schools based upon the number of children who do not achieve properly; and once the money has arrived, we have been able to utilize it immediately.

Now title I itself helped us with our experiences and really it took us about 2 to 3 years to develop the kinds of programs that we felt were necessary to involve the parents. We did this prior to the existence of chapter 3 money. Title I money enables you to do this. Once chapter 3 money came to us from the State, we were able to put it to immediate use; it's been a very successful program in the state.

Mr. QUIE. If we should pass H.R. 5163 and distribute the money within the State based upon a criterion referenced testing system, as the State wants us to, how long a leadtime will you need in Michigan? This would mean you could use your title I money in the way your chapter 3 money is used.

Dr. EARLY. Because of our past experience, we are one of the few States that have had that experience, we—at least in our system, we would need no leadtime.

Mr. QUIE. It was interesting because yesterday a gentleman from the State department of education in Nebraska came to my office and I asked them that question of how long it would take them in Nebraska and he said it would probably take 2 months. If they are really pressed they could get it done in 6 weeks. They have already begun the use of criterion referenced tests.

Dr. EARLY. Yes, I think it makes a great difference.

Mr. QUIE. If we distributed the money nationwide on such tests rather than based on poverty, what would your reaction as superintendent of schools in Michigan be towards that?

Dr. EARLY. Relative to lead time, sir?

Mr. QUIE. No, no; just on the question of whether we would distribute.

You see, I think we can sell the committee more readily on the concept that we distribute the money within the school district based on tests rather than poverty.

Now you distribute the money even in the school district based on poverty to the school; and after it gets to the school, then the district can help everybody. I think we probably could convince the committee quite readily once we get it into the school district, they can use testing to distribute it to the most educationally disadvantaged in the school. It would be a little more difficult, but we could possibly convince them to let States like Michigan distribute the money within the State based on assessment.

Now the biggest question comes: Whether we should distribute the Federal money between the States based on a national assessment or whether we should continue to do it on a poverty basis. I just wanted to find out from you, the leadtime on that.

Dr. EARLY. Based upon our experience, I will have to answer I think this is more equitable and a justifiable way of distributing money. I think it reaches the youngster in the State who is educationally deprived. It reaches all such youngsters far more effectively than simply the distribution based on economics.

Mr. QUIE. Using the Armed Forces qualification test, which indicates the percentage that score below the 10 percentile in the mental category, Minnesota has always been very low. You can see it isn't a selfish reason that I am advocating this. Minnesota will not get a great deal of money because kids test poorly in Minnesota. All through the years Minnesota has been much better than the national average. On the national average, about 6½ percent failed; in Minnesota only 1.8 percent failed.

In Michigan we find 4.5 percent and 3.9 percent in 1970. We go to Louisiana and find higher figures substantially; 20 percent in 1971, 13 percent in 1970.

Kentucky, 6 percent in 1971, and 9 percent in 1970.

So there are States where it appears that children just won't fare as well on national assessment. You heard that on regional bases, by national assessment themselves, that the Southern part of the country was below the national average, substantially.

That is why I asked this question.

My point of view is that we ought to help educate the disadvantaged kids no matter where they are. Those kids from the Southeast probably end up as adults in Michigan causing problems because they aren't properly educated.

Dr. EARLY. Yes, sir. It would seem to me what really matters is the objective. The objective is to provide additional funding for educational deficient youngsters. I would concur with that objective. I think it's immaterial where they reside.

The best delivery system possible is what is necessary to deliver the funds to the schools so that that child can indeed achieve.

Mr. QUIE. Now is your chapter 3 money used in individualized approaches to instruction?

Dr. EARLY. Yes, sir.

Mr. QUIE. You feel that that is the way that we ought to make money available if we are going to solve some problems?

Dr. EARLY. It has worked for us. It has materially improved the achievement of youngsters, particularly those who have been at the lowest percentile. We think our charts attached to our statement will indicate that they can achieve; and as I have tried to stress in my presentation, the key factor there is the involvement of the parents. If we can indeed have that parent have self-perception and pride, and have the youngster have high expectations of himself, and the teacher have high expectations for the youngster, then we think we can fashion a delivery system and do what we should be doing.

Mr. QUIE. I must go to the other ingredient of the bill I talked about which is important, of students having high expectations of themselves; the teacher having high expectations of the student, which is also important.

The third ingredient is a requirement that parents be involved. You indicated in your statement the importance of parent involvement. One of the parts I disagree with the administration's Better Schools Act is the dropping of the parent advisory committees. I note that we have some members of the Cecil County, Md., parent advisory committee sitting behind us.

I should warn you you have some people on the committee back there listening to what you say.

But could you tell me, one, what effect the parent advisory committee has had on title I schools; and second, what parent involvement means? I don't think these are two different things. The advisory committee is an involvement of the government.

Dr. EARLY. They are separate, yes; they are intertwined. The parent advisory committee operating in each of our schools is also responsible for getting the individual parent to be more actively involved.

We find that the involvement of the parent council is indeed a great asset to us. It is part of our total philosophy anyway, part of our community-school philosophy.

The utilization and involvement of the individual parent enables us to have the parent supportive of the school and to actually participate in such a way as they understand the kinds of programs that we are going to utilize. They assist the school principal and the school staff in determining what kinds of programs we should be using in that school and for their individual child.

They then almost completely understand our objectives and we can go down the same path hand in hand. We receive their support. They in turn receive our support. We think this has an additional important factor for us from a practical standpoint with their understanding and their support of what we are trying to do, and our joint efforts in this regard. They in turn support us at the polls as we seek funds to operate our school.

Mr. QUIE. Let me ask you your reaction—Mr. Lehman asked about this—to the teachers objecting to the testing of the kids, or the fact they allow for the testing to be done.

What's the reaction of your teachers to the testing in Michigan?

Dr. EARLY. Their reaction generally has been good. They understand the needs and purpose of the test. They attempt to interpret this to the youngster. There is every attempt on their part to have the youngster do well.

I might say in answer to the question that was posed that no teacher really wants to have her class do badly at any given time in testing nor does the principal of that school nor the superintendent nor the board. I think there is a dedicated effort to do as well as possible.

Secondly, it's part of the total educational program. I do believe testing can be overdone, can be abused. It's our attempt to see that this is done in moderation, in the proper balance; and if, indeed, the youngster then has tested badly, and has not scored well, along with teacher observations in the past, then we can seek the additional funds necessary, as outlined in your proposed bill, to overcome these disadvantages.

There is no way in my estimation without additional funds, that schools can expect to—can reasonably be expected to overcome the disadvantages some youngsters have.

These additional funds are necessary for us to do the job and the only way, really, to fairly determine what these kinds of differences are that each youngster has is to test. Testing may not be a perfect instrument, but I think it's at least as perfect as attempting to measure through economic deficiency.

At least this has been our experience in the past. This may not be the experience that someone else would have in another community, but it's been our experience not only in Flint but I think it's been the experience shared by some 500 to 600 other school administrators in our State.

Mr. QUIE. The last question would be if you do a poor job, of course, you lose money. In the long run, the money is distributed to the school district based on how well you do on tests, on a sampling of the schools.

Now suppose that in some future year—what is it, you take fourth graders, seventh graders?

Dr. EARLY. Yes; in Michigan.

Mr. QUIE. In some future year when the testing is done, and you fare better, because you have done an excellent job, better teachers are motivating those kids, their parents are pushing them, that you don't have as many; therefore, would you receive less money in some future year to take care of your educationally disadvantaged under chapter 3?

Dr. EARLY. Yes.

Mr. QUIE. That is kind of inherent in any program?

Dr. EARLY. Yes.

Mr. QUIE. The same thing, of course, would be true if you have poor kids?

Dr. EARLY. I think this is reasonably fair. If there is less need, we should receive less funding. Somewhere in the area is a middle ground that has to be approached and I am not sure we legally have devised that factor yet in Michigan as clearly as we should. I think we are improving in this regard with each passing year.

Mr. QUIE. From the testimony last year, I have been hearing the idea of guaranteeing a 3-year period so you don't get a child up to a certain level and drop the program for him so he regresses again. I think there is some merit in that.

Dr. EARLY. I would certainly support a minimum of 3 years, yes.

Mr. QUIE. Thank you.

Mr. LEHMAN. Thank you, Mr. Quie.

I just wanted to get off the subject just a second.

I am quite interested in community schools. I think you have the finest community schools in Michigan. I would like to talk to you perhaps a little bit, a few moments after this, about trying to develop a delivery system of Federal support for the community schools.

Dr. EARLY. I would be happy to discuss that, sir.

Mr. LEHMAN. It is a fine community school system. We get even the economically deprived, pick it up in Model Cities OEO program. I find out in the middle income group, especially in the unincorporated areas, that those cities and villages can't pick up the difference. This type of $12,000-a-year citizen, can't have a community school.

I just wondered if you would talk to me a few minutes about this?

Dr. EARLY. I would be pleased to.

Mr. LEHMAN. That is all.

Thank you very much. I enjoyed your testimony.

Mr. LEHMAN. Our next witness is Dr. Samuel G. Sava.

Mr. QUIE. Why don't we combine, Mr. Chairman, Dr. Sava and Mr. Scanlon and try and save some time.

Mr. LEHMAN. If that is acceptable to them. They can both sit at the table and we can take their testimony in sequence.

We do have a quorum call. If you can summarize your testimony, I will appreciate it.

STATEMENT OF DR. SAMUEL G. SAVA, EXECUTIVE DIRECTOR, INSTITUTE FOR THE DEVELOPMENT OF EDUCATIONAL ACTIVITIES

Dr. SAVA. Thank you, Mr. Chairman. I am Samuel G. Sava, executive director for the Institute for Development of Educational Activities which is the education affiliate of the Charles F. Kettering Foundation.

I was invited to testify here this morning on our experiences in relation to the IDEA change program for individually guided education, which is individualizing the instructional process at the elementary, middle, and secondary school levels.

I think I would first of all begin with an essay of my statement. As with so many innovations that have been urged on the schools in the past decade, individualized education has almost as many definitions as it has advocates.

For the Kettering Foundation, individualized instruction means tailoring instruction to fit individual difference. It does not denote a new curriculum. Simply put, we believe that IGE will enable a teacher to teach the new math better; but it can also help teach the old math better. School systems can apply it to any type of curriculum in any subject, with children of any age and from any socioeconomic background.

With that, my statement then discusses various pieces of strategies and pieces of program that come under the program of IGE.

May I just take 2 more minutes and identify the components of individually guided education that perhaps will also back up the testimony that was just given by the superintendent of schools from Flint, Mich.?

We have found that there are four major components that any person that tries to individualize a school system must keep in mind.

The first is that there has to be a very strong home-school relations program. If not, we have run into a great deal of suspicion on the parts of parents, also on the part of teachers working in schools with respect to what is trying to be accomplished.

Second, of course, there must be a set of educational objectives. We have found that unfortunately a number of our schools do not have a list of such objectives that they can communicate to parents with respect to what it is that they expect children to accomplish in that school if they attend that school for a period of 5 or 6 years.

A third component relates to the implementation of individually guided education and the major need for reenforcing schools and/or individuals that are trying to implement IGE without such reinforcement, the whole process of individualized education seems to disappear.

Let me give you an example. We asked ourselves the question when we instituted this program in 1965, "Why are so many programs, relating to individualized instruction, terminate after a period of about a year or two?

There are a variety of reasons. One, of course is leadership; but another factor that perhaps we should have recognized and given more emphasis prior to this was the reaction of other schools and other systems to individuals attempting change. For example, there always seems to be a shortage of materials, money, personnel in schools. As a result, people tend to compete for these resources.

When a school steps out and tries something different, we have found that for an initial period of time that school seems to have an advantage with respect to the scarce resources and that the other schools around it, because they are not in a similar position, seem to turn against the school in a subconscious way—and sometimes in a very conscious way—and beat down the innovation.

Therefore, another major component of IGE is the league strategy; that is organizing schools that are attempting to individualize in clusters of 5–10 schools in order to prevent the phenomena of having other schools that are not trying the process turn against them. In other words the league provides a reenforcement process.

Mr. Quie. Explain that a little more. How does the turning against the school evidence itself?

Dr. Sava. It's a phenomena we observe when we studied just the process of change during the last 5 years. Why is it that so many innovations in education disappear after a year or two? To answer this question we organized a microcosm of American education, a league of 18 schools; and then we tried to insert certain innovations like team teaching, the utilization of paraprofessionals, strong home-school programs.

We noticed that whenever a school stepped out and began to implement some of these concepts to better the educational environments for youngsters, that that school seem to gain an advantage as far as taking on and receiving resources and perhaps recognition, not necessarily financial resources.

And then we observed that the schools around it, the other elementary schools, through various means, began to undermine that school.

We also noticed that within a school, when a teacher or two tried to do something different, the same attack process took place from other teachers.

In about a year and a half, the innovation disappeared. They were just beat down or else the person left the system or the leadership left the system.

Mr. QUIE. I recognize what happens to individuals. Ethnic groups have that happen, too. One person starts with something different, shows leadership; the others try to drag him down. He may then leave and go someplace else so he can do his thing, because he can't stand that.

This is something I haven't heard before about the schools within the school system, trying to hold down a school that was innovative.

Dr. SAVA. We have found that the way schools are organized tends to restrict change from taking place; and once we recognized this, we were able to organize the schools that were attempting to individualize instruction in leagues, so they could reenforce each other, exchange ideas, personnel, emphasize the home-school programs, and as a result added to the process of taking hold.

One last item, with respect to implementation. Our initial implementation took place in 1969. We are presently working in 31 states, approximately 700 schools at the elementary level; about 40 at the junior high school or middle school level; and we now have a pilot program at the secondary school level.

As far as evaluation, as I mentioned in my statement, we have just funded a national evaluation effort on the impact of I.G.E.

We have also identified a number of mini studies, if I may refer to them as that, in the area of achievement, in the area of cost; and our mini studies seem to point out that where a school working with a community or representatives of a community has identified what it is that they expect children to achieve in the area of reading, and as a result provided appropriate emphasis, the achievement levels have gone up.

In the area of costs, we found that if a school had a variety of multimedia materials to work with at the beginning, and if they have the various instructional materials that are now available to assist in individualizing instruction, that it did not cost any more money to run a self-contained classroom with a graded structure than it did to run an individualized program.

If they did not have those materials that I mentioned, yes, then their initial start up costs were higher in order to purchase the multimedia materials that they needed to function as an IGE school.

The last major component that was definitely a requirement and that must go hand in hand with any implementation of an individualized program, is the inservice program required to give teachers in that school the confidence to function in an individualized environment. Where teachers did not receive adequate inservice training, we ran into a great deal of difficulty because of insecurities, misunderstandings, et cetera.

Let me stop there, Mr. Chairman.

[The complete statement follows:]

STATEMENT OF DR. SAMUEL G. SAVA, EXECUTIVE DIRECTOR, INSTITUTE FOR THE DEVELOPMENT OF EDUCATIONAL ACTIVITIES (EDUCATIONAL AFFILIATE OF THE CHARLES F. KETTERING FOUNDATION), DAYTON, OHIO

Ladies and Gentlemen: I have been invited to testify on the Kettering Foundation's experience with our own program of individualized instruction, which we call Individually Guided Education—IGE for short. H.R. 5163 proposes individualized instruction as a major component of all future Title I activities to be conducted by local school systems, and to be subsidized by the Federal Government. In judging the validity of this program emphasis, therefore, it is important for you to know what individualized instruction is, how it works, and whether its fundamental ideas can be translated into operation in all schools, regardless of their clientele, location, and level of financial support.

Let me begin with an essay in definition. As with so many innovations that have been urged on the schools in the past decade, individualized education has almost as many definitions as it has advocates.

For the Kettering Foundation, "individualized instruction" means tailoring instruction to fit individual difference. It does *not* denote a new curriculum. Simply put, we believe that IGE will enable a teacher to teach the New Math better; but it can also help teach the *old* math better. School systems can apply it to any type of curriculum in any subject, with children of any age and from any socio-economic background.

Individualized instruction may be contrasted with—and here I will have to make up a term—homogenized instruction, which is the way most of us were taught. It rested on a basic assumption, consciously expressed or not, that all children of one age learn the same things in approximately the same way. Usually this assumption translated into a school in which all ten-year-olds, for example, sat in the same classroom in rows, facing a single teacher, who, using a single text, gave the same lecture to all and administered the same tests to all. All were graded on the same basis. A few of us did very well, a few did very poorly, and most of us performed at a so-so level which we term, "average."

Simple reflection on our own experience must suggest the weakness of the assumptions underlying homogenized instruction. A single class of 25 10-year-olds will vary dramatically in their performance in a single subject. At the fifth-grade level, for example, reading scores will typically range from the third-grade level to the seventh-grade level—a span of five years. The range of performance by a single child is often equally striking, as each of us who is a parent has noted among our own children. One youngster will take naturally, easily, and happily to reading and writing, but encounter difficulty with math; another youngster, the brother or sister of the first—a product of the same genes, the same home, the same interest and affection or lack of it—will demonstrate aptitudes and interests of an entirely different order.

The point is that children of the same age nonetheless differ enormously. Educators have recognized this for thousands of years, of course, but the great majority have never *dealt* with individual difference. They have simply *categorized* individual difference by assigning grades: Johnny is an "A" student, Mary a "B", and poor Fred might as well be taken out of the classroom and taught to repair shoes.

Homogenized instruction worked reasonably well until about the second decade of our own century. Before then, our economy and our social attitudes did not *require* that everyone be well educated. The schools in large part acted as sorting-out mechanisms, helping us identify students with academic aptitudes so that a minority could go on to college and supply us with the relatively small proportion of intellectual, technical, and professional leadership that a society, still in the process of industrialization, needed. If a youngster didn't do well in school, he could still get a job, and—if he chose or happened into a field congenial to him—he could, in all likelihood climb an informal career ladder by learning things on the job that he would never learn in school.

We all know, at least in general terms, the changing social conditions that have rendered that hit-or-miss type of education obsolete, so I will simply mention them: they include compulsory mass education; a rising minimum of formal educational skills necessary for decent, fulfilling employment; the natural desire of non-WASP Americans and of socioeconomically depressed whites for a fair change at upward mobility, and their perception of good education as the key to that mobility; and, finally and perhaps most important, the recognition that education—whether translatable into increased income or not—goes far toward determining any individual's success in conducting that "pursuit of happiness," which our Founding Fathers believed to be an inalienable human right.

In sum, it was once sufficient that formal education worked for a few; now we want to make it work for everybody—and it is clear that it is not.

Along with many other organizations, the Kettering Foundation has been trying to find out why not, and what to do about it. We have no magic answers, no blinding insights—but we believe we have a sensible, carefully worked out approach to teaching and to learning that recognizes individual difference in the classroom and tries not only to accommodate it, but to capitalize on it.

Our approach to individualized instruction, IGE, rests on a seven-year research and development base. Much of our research included surveys of studies and evaluations that went much farther back, of course, but the Kettering Foundation's specific involvement with individualized instruction began in 1965, with the establishment of /I/D/E/A/ as the Foundation's educational affiliate. The resulting program was first tested in a few schools in 1968, was offered for mass adoption in 1970, and is still being revised. In bare outline, it comprises these components:

First, a revised school organization in which children are assigned not by age, but by various other criteria which include aptitude, interest, emotional maturity, and so forth—a composite of personal characteristics which we might simply term "individual need." Thus a given ten-year-old might be placed in fourth-grade math, in sixth-grade English, and in fifth grade for the rest of his studies. This is commonly called "non-graded instruction."

Second, a revised pattern of teacher assignment. In our proper and totally justified concern for individual differences, we must remember that children are not the only individuals in school; so are teachers, and each exhibits his or her own distinctive strengths and weaknesses. Some are excellent lecturers, some are not; some have a special gift for diagnosing the learning difficulties of slow students, and a special sympathy with their problems; other teachers may become impatient with slow learners, but have a distinctive knack for stimulating outstanding students. Ideally, every teacher should exhibit the same qualities of genius, patience, compassion, humor, knowledge, and pedagogical pizzazz—but they don't. Instead of trying to convert every teacher into a Mr. Chips, therefore, we have designed a system of flexible teacher assignment that permits each teacher to do more of what he or she does best, for more students, through cooperative planning, work-sharing, and task rotation.

Third, a careful analysis of learning differences and the provision of a range of learning materials and methods to match those differences. Among the differences are learning *styles:* some youngsters learn best by reading; others learn most efficiently through the manipulation of objects; others learn most quickly by bringing two senses into play simultaneously, as through the use of audio-visual materials; and still others learn best through debate—putting forth an idea, having it contradicted or supported by a classmate, and engaging in a kind of mental wrestling match until they get a satisfactory hold on a new concept or skill.

Another important difference is what we call learning *mode:* the setting in which learning takes place. Some children learn well in large groups, others prefer small; some youngsters seem to thrive on the presence of older children; some prefer a preponderance of male classmates, some a majority of females; some children are shy, others are aggressive—and all these factors do have a bearing on the rapidity, ease, and permanence with which they learn. Learning mode also embraces such factors as the teacher—male or female, tolerant or authoritarian; and the layout of the classroom, its adaptability to different arrangements at different times.

None of these learning differences is entirely an either-or matter. A youngster who absorbs social science concepts quickly simply by listening may need to bring his tactile sense into play when it comes to mathematics, through the use of cuisenaire rods, for example, or other devices that translate abstract concepts into tangible objects.

Some of what I have said here about individual difference may sound like a plea for total permissiveness in the classroom. It is not. It is simply a statement that children do differ in their learning personalities, and these are some of the ways in which they differ. Others include race, home background, and community attitudes. The argument I *would* make is this: *if* these differences can be accommodated in a normal school setting, they *should* be.

This is the thrust of IGE. We have developed a system which *does* accommodate those differences by a redirection of existing school resources, and the introduction of new resources which depend more on investments of imagination than of money.

Learning styles, for example, can be largely accommodated by providing students with a much wider range of materials than they usually have available. In this multimedia age, no teacher need depend entirely on the printed text or her own verbal presentation; she can use taped cassettes, film strips, simulation or gaming, actual *things* such as rocks and Confederate money and salamanders, and even actual *people*, such as newspaper photographers, gas station operators, and precinct captains, to help her students explore and understand their world.

The crucial source of energy here is teacher imagination and skill. Each of us has had one or a few outstanding teachers, someone we remember with warmth and gratitude. Like any mass enterprise, however, education cannot be allowed to depend on a few outstanding practitioners. The challenge for IGE or any other program of individualized instruction, therefore, is to help average teachers learn how to do consciously and deliberately what a few teachers know how to do untuitively.

We handle this through an intensive clinical workshop for teachers, conducted either by our own staff or by trainers—drawn from universities, State departments of education, and local school systems—who have themselves undergone IGE training. I will not go into details here, but I want to stress three items.

—The workshops are "clinical"; that is, they include students. Teachers have the opportunity to practice and refine their new skills immediately.

—The trainers *exemplify* the IGE skills and concepts they are trying to convey. That is, teachers are not simply *told* how to teach according to the IGE system, but are taught by the IGE system.

—Finally, the workshops emphasize one element that is absolutely crucial to individualized instruction: a cycle of assessment, diagnosis, prescription, and evaluation or re-assessment. In less formidable terms, the teacher, (a) determines where *each* youngster is in his learning schedule; (b) analyzes the barriers to learning presented by the pupil's distinctive learning personality; (c) prescribes a different "mix" of learning factors, and (d) checks the results to see whether the new learning prescription works, or needs to be further modified.

There are other components of the IGE system that I have not treated here; important as they are to the system, I will omit them in the interests of brevity, and in the hope that conveying a general sense of one format for individualized instruction will be more useful for your purposes than a technical, nut-and-bolt presentation.

What has been our experience with IGE?

After testing our prototypes for the system during 1968 and 1969, we made IGE available to the schools in 1970. That first year, 125 schools adopted it. This year, the 1972–73 scholastic year, approximately 700 schools enrolling

350,000 pupils in 31 states are in the process of adopting IGE; so are U.S.-sponsored schools in 24 other nations, under a contract between /I/D/E/A/ and the U.S. Department of State.

I said that these schools are "in the process" of adopting IGE, because the system cannot be put on like a shirt. It is a gradual process, one marked by stages of initial enthusiasm, subsequent doubt, sudden spurts of progress, and dismaying lapses back into routine.

In our dissemination efforts, we have been joined by 70 of what we call "intermediate agencies." These include the colleges and universities, state departments of education, and local school systems I mentioned earlier—plus other education-related agencies such as the Bureau of Indian Affairs in the Albuquerque area, the parochial school systems in Chicago and Dubuque, and the Federally supported Southwest Educational Development Laboratory in Austin.

Does IGE work?

In candor, I must admit that the old cliche answer, "It's too early to tell", applies here. Last year we contracted with the Universities of Missouri and Nebraska, together with a private research firm, to determine how teachers, students, and parents feel about IGE, how the system affects costs, and whether the changes it entails are reflected in a variety of educational thermometers ranging from drop-out and vandalism rates to higher student achievement. This evaluation is complicated by the fact that schools adopted IGE at different times, and the fact that their staffs exhibit differing degrees of skill in implementing IGE. We cannot, in sum, validly measure IGE until we are sure it is IGE we are measuring, rather than some undefinable hybrid of the old, the new, and the transitional.

While we must wait for these independent evaluations to come in, however, we have not been sitting on our hands. Soon after IGE was first adopted, we began conducting our own monitoring—and we can see measurable change. Teachers report definite quantitative progress toward 35 specific "outcomes" or goals that we regard as indicative of IGE implementation: they claim that they are diagnosing individual students' problems, that they have a greater voice in decisions on instructional methodology and objectives, that their schools are being reorganized, that classes include children from two or more age groups, and that pupils have access to a much wider range of instructional materials for each learning task than they ever had before. A survey of students in IGE schools corroborates the teacher replies. To manufacture a metaphor that might be unlovely but useful, I would say that we don't know yet whether IGE will enable teachers and students to run the scholastic equivalent of a four-minute mile; but we *do* know that they have at least taken off their galoshes and put on track shoes.

To speak directly to your concern, ladies and gentlemen, I will conclude with this flat statement: the burden of educational research and experience indicates that homogenized instruction will work well for a minority of scholastically inclined students who have no more control over their aptitudes than they have over the color of their eyes. If we wish to design an education that will serve the rest well, we *must* go toward individualized instruction—for there is nowhere else to go. As the 19th-century philosopher Lichtenberg put it, I do not know whether, if things change, they will get better; but I do know that if they are to get better, they must change.

Thank you.

Mr. QUIE. I suggest, Mr. Scanlon, you go ahead with your statement.

STATEMENT OF DR. ROBERT G. SCANLON, EXECUTIVE DIRECTOR, RESEARCH FOR BETTER SCHOOLS, INC.

Mr. SCANLON. Good morning. I am Robert G. Scanlon, and I am Executive Director of Research for Better Schools, Inc., from Philadelphia, Pennsylvania.

I will just summarize my statement and ask that it be included in the record in its entirety.

Mr. QUIE. Your request is granted. Proceed.

[The complete statement follows:]

STATEMENT OF ROBERT G. SCANLON, EXECUTIVE DIRECTOR, RESEARCH FOR BETTER SCHOOLS, INC., PHILADELPHIA, PA.

Mr. Chairman, distinguished members of the Committee . . .

INTRODUCTION

House Bill 5163, as introduced by Mr. Quie, represents an impressive, innovative approach to federal assistance for programs to improve the academic proficiency of children who are educationally disadvantaged.

The bill provides a much-needed revision of the means of allocating funds and strategies for providing quality education to children in educational need. The use of testing to identify educational need is a sound notion, and operationally possible with current knowledge in the field of education. Further, the intent to individualize programs for educationally disadvantaged students is a desperately needed step. Significant strides have been made in the development and implementation of individualized systems over the last several years, bringing the actual implementation of this intent well within the range of possibility. H.R. 5163 is long overdue and could be the beginning of the institution of major changes in our educational system.

Let me share with you some of our experiences in attacking the development and dissemination of educational programs that allow for individual differences of students. Research for Better Schools has as its mission the restructuring of education with emphasis on individualizing and humanizing the learning process and developing products that will not only optimize opportunities for intellectual growth, but also promote self-reliance, responsibility, and responsiveness to changing social and technological environments. Thus, we are committed to develop, test and disseminate curriculum promoting the individualization and humanization of instruction from early childhood through later life, within and outside of the formal system of public education.

INDIVIDUALIZATION OF INSTRUCTION

Several advances in educational research and development have helped to make individualization of instruction a potent contribution to the improvement of elementary education. These developments include: (1) an awareness of and skill in specifying educational objectives; (2) acceptance of the concepts of self-instruction, self-initiation, and self-direction in learning; (3) refinements of testing techniques that permit assessment in terms of specific goals; (4) differentiated responsibilities that permit instructional roles other than that of teachers; and (5) improved management techniques that allow for proper record keeping and the use of feedback data about the students as contingencies for motivation.

Build upon these advances is Individually Prescribed Instruction (IPI), an instructional system that permits the teacher to plan and conduct a program of studies tailored to the needs and characteristics of each student. IPI procedures have been designed to enable the school to meet more of the needs of more individual pupils and take a new direction in the continuing search for ways to adapt instruction to individual pupils.

The objectives of the PIP system are:

1. to permit student mastery of instructional content at individual learning rates;
2. to insure active student involvement in the learning process;
3. to encourage student involvement in learning through self-directed and self-initiated activities:
4. to encourage student evaluation of progress toward mastery;
5. to provide instructional materials and techniques based on individual needs and styles.

The following developmental model presents a systems approach for the individualization of instruction. RBS has used the model in the design of Individually Prescribed Instruction curricula in math, reading, science, and social education. The model includes the following elements:

1. *Detailed specification of instructional objectives.* These specify that the student will be able to do after the completion of the learning experience.
2. *Organization of instructional methods and materials to teach these objectives to students.* Although each student's program is planned individually, he frequently works in small groups, or with the teacher.

3. *Procedures for the diagnosis of student achievement in terms of the educational objectives.* Detailed provision for determining the skills of each learner entering the instructional situation is a basic aspect of IPI. (Criterion-referenced tests are used to measure student mastery of educational objectives.)

4. *Individual daily assignments for each pupil.* A written prescription is prepared and discussed by the student and the teacher.

5. *Provision for frequent monitoring of student performance.* Charting the progress of each student as he advances through the curriculum and making these reports available to the teacher and student are essential. The teacher uses the information to organize classes for small and large group instruction, peer group activities, teacher tutoring, or independent study.

The specific model for the development of IPI has generalizable aspects for the development of any instructional system that permits a high degree of individualization.

DISSEMINATION

RBS' experiences have shown that IPI can be replicated in many different settings with diverse types of students. Currently IPI is in operation in 388 schools in 43 states with 134,000 pupils and 5,400 teachers. Twenty-two of these states are using current Title I or III monies to fund IPI programs. RBS' strategy for dissemination is based on experiences with school districts, and includes the historical background of working with schools since 1966. The experiences have been acquired in the process of training teachers and principals, monitoring the degree to which implementation has been successful, and correcting discrepancies between plans and achievements. To accomplish the installation of innovations, specific strategies have been utilized:

1. *Insure commitment and understanding about the instructional system.* Our experiences with the dissemination of IPI have shown that adequate descriptions of the instructional, organizational and role components are necessary to insure replication and the development of training materials. Beginning in 1968, RBS established selection criteria for those schools wishing to individualize instruction using IPI. These included administrative commitment, teacher commitment, administrative and teacher retraining and participation in research.

2. *Development of training programs for school district central office personnel, administrators, teachers, and paraprofessional aides.* Training school district personnel to adopt and institutionalize innovations requires systematic strategies and products. The importance of retraining school administrators, for example, was one of the first and most important things that RBS has learned from its experiences in disseminating IPI. The school principal needs the competencies that are required to plan, manage, and implement curriculum products at the building level.

3. *Data network and feedback system.* The products used to individualize instruction need to be evaluated with regard to adaptability, feasibility, effectiveness in achieving objectives, and cost efficiency. This feedback, which for RBS is continuous in nature assists in the redesign and revision of products and procedures.

4. *Inclusion of State Education Agencies and central office administrators.* Schools do not select and implement innovations in isolation. They require the support of the local school district and State Education Agencies. Therefore, RBS' strategy includes the involvement of state and local governments.

In summary, our experiences have demonstrated that individualized instructional systems must be based on specified instructional objectives, diagnostic criterion-referenced tests, and complex instructional and management systems. In addition, for effective installation and maintenance, individualized systems require retraining and role restructuring of staff at many levels. The state-of-the art at present indicates that these requirements can be met.

IMPLICATIONS FOR H.R. 5163

With this background of individualization and dissemination in mind, let me reiterate that the steps proposed in H.R. 5163 are crucial and can be undertaken with our present state of knowledge. The process will not be easy. In this section, critical elements to successful implementation of the bill are identified. These are based upon the requirements for effective implementation which the experiences of RBS suggest should be anticipated. Note that the following comments address themselves to the bill itself, not the description presented by Mr. Quie.

1. *Definition of Educational Deficiency*

The definition of "educational deficiency" is clearly of primary concern, as it will determine the domains sampled by testing programs, as well as the level of performance expected for individual students. Testing instruments developed at both the national and state level will need to be based upon this definition. The definition of educational deficiency implies a coherent set of overall goals for students in reading and mathematics, followed by the generation of objectives for student performance. Only then can performance be assessed against a criterion.

Is it the intent of this bill that the Commission set national goals in math and reading? If so, the intent must be recognized and dealt with explicitly. Some of the questions which will be raised in this process are the "culture-fairness" of goals, and the implication of national goal-setting for curriculum development. It is cautioned that this issue should be attended to directly by the Commission, to avoid the possibility that the question will be settled by default by the agencies that design the test instruments.

Further, a question can be raised about the desirability of setting specific objectives for learning at the national level. The same content in a subject area can be organized into many different ways, and it seems wise to avoid the possibility of a nation-wide testing program designed *solely for the purpose of allocating funds* to states, to shape the curriculum used around the country. Diversity of instructional programming is of value, and should be preserved.

Another consideration in defining "educational deficiency" is that of the selection of reading and mathematics as indicators of deficiency. The Commission will need to examine *which* aspects of reading and mathematics skills have been shown to be the strongest indicators of general strength or weakness in those skill areas, and of academic achievement. Secondly, it is important to point out that skills in self-direction, goal setting, planning, and higher order cognitive skills have been shown to be important in academic success. Will the instructional programs allowed under the amended Title accommodate this type of training for students?

2. *Testing Program*

One of the problems arising when the question of a testing program is considered is the line of demarkation which will identify disadvantaged children. Two phrases in the bill relate directly to this question, (1) ". . . children whose educational attainment is *significantly lower than that reasonably expected* of children of the same age and grade level. . ." (page 2, lines 7–10), and (2) ". . . appropriate *standard of what children should know* or be able to do at selected age or grade levels." (page 6, lines 16–19). Both of these suggest that the cut-off point for educational need will be somehow related to what children "should" be able to do. Two general approaches to this problem are available: to seek expert opinion on what children "should" be able to do at a specific age or grade level, or to select a set of test items defining the area of concern, and engage in the process of "norming" the test, so that information is gained about what students are in fact able to do at a given grade level. The first process could yield a criterion-referenced test, while the second will yield a standardized test.

The Committee is cautioned that this issue will prove to be an important one in the implementation of the bill, both in terms of the definition of "educational deficiency" and the effectiveness of decisions in funding allocation.

At the state level, similar issues will develop, and it should be remembered that individual states will not have the resources available to examine the problem as thoroughly as the Commission. Some provision should be made to assist state agencies with this awesome responsibility.

3. *Instructional Program*

The bill calls for the use of individualized instructional programs in mathematics and reading for the education of children identified as disadvantaged. While "individualization" can occur in many ways, individualized systems of the complexity implied in Section 121 (a)(4) require many components. The most crucial of these are: statement of learning objectives; criterion-referenced diagnostic tests yielding information to plan instruction specifically for each objective; instructional materials and use in varied settings; procedures for monitoring student performance; and procedures which allow the teacher and students to manage the instructional process and classroom behavior. This development is beyond the capability of an individual school district in a very limited period of time. For effective implementation of the bill, provision must be made to assist state and local level agencies by making available information about the process of individualization, some alternatives, and materials already available which can support their efforts. It is recommended that specific resources be set aside for this purpose.

It should be noted that the means of allocating funds suggested in the bill institutes a dichotomous labeling of students as "educationally deficient" or "normal." Ironically, individualization of instruction, if instituted for *all* students in a school, can remove much of the labeling, through elimination of the need to place children identified as having special requirements into a separate instructional setting. No specific recommendation is made to cope with this difficulty through H.R. 5163. Rather, we are reminded that this Title is not the solution to all educational problems, although it is a powerful step in the right direction.

The parent involvement required by the bill is very appropriate to and compatible with individualization of a curricula. Individualized learning activities for each child can be accommodated to parent involvement and home support much more effectively than traditional group classroom instruction. However, it is important that parents receive some training in working with their children on academic tasks. Provision should be made for allocation of funds enabling parents to be trained in these skills.

4. Implementation of Testing and Instructional Programs

The introduction of an innovation requires planning, restructuring of roles, redesign of administrative systems and reallocation of resources. These processes are difficult ones, and many innovations die due to inability of organizations to carry them out. It is imperative that support for their initiation be made availabe at state and local levels, to insure successful implementation of the intent of the bill. The required change must occur at two levels. At the state level, time and resources, perhaps in the form of small planning grants and technical assistance, must be provided to insure sound planning of procedures and administrative structure for allocation of funds within the state, for guiding local agencies in the planning of projects, for monitoring and evaluating these projects, and for reporting to the National Commission. Within this process, states must be making provisions to allow the same activities to occur at the local level.

Our experience indicates that skills to plan, develop, implement and maintain innovations in our educational systems do not, by and large, exist in those systems. Therefore, not only the opportunity for planning must be provided, but training in the skills demanded by planning and implementing change. Again, RBS' experience indicates that this training can be successfully undertaken.

An example of process requiring attention at both the state level and at the local level is that of program monitoring. Experience indicates that there are ways to regularly monitor programs as an outside observer, and that the individual directly responsible for the management and instructional integrity of the program can also be trained to effectively gather data and make judgments about the problems and strengths of the on-going program. This requires the development of monitoring criteria and procedures, and training of staff in the use of the procedures and interpretation of data. Beyond that, the individual directly responsible must know how to bring about change in the program on the basis of information gathered in monitoring.

Our experience also indicates extensive need for retraining of teachers to meet the demands of individualizing instruction. Effective individualization demands a different set of skills from those usually empoyed in traditional classrooms—skills which are not acquired through good intentions.

Attention must be given to provision for planning and training processes at the state level, through special allocation of funds and technical assistance.

CONCLUSION

In conclusion, I heartily recommend strong support to H.R. 5163, in that it brings recent advances in research and development to bear on pressing educational problems. Within the context of this support, experience in individualizing instruction and in the dissemination of innovative curricula suggest certain areas which must be dealt with for effective implementation of the bill. These are in the areas of goal-setting for student achievement, and the definition of "educational deficiency"; test design and administration; instructional program and provision for planning and training at state and local levels.

Mr. Scanlon. I think this bill provides much needed revision and provides the means of allocating funds and providing quality education to children with educational needs.

Our experiences have been in the development of curriculum materials and strategies to individualize instruction, including the program known as Individually Prescribed Instruction.

To shortcut much of the information that is in the prepared statement, let me just point out several problems that we think need to be attended to as one considers the problem of individualization.

The number one problem in introducing innovations in schools from our experiences of working with 5,000 teachers and 400 schools is that retraining of administrators is the key problem in introducing innovations to schools.

That is the place you have to begin. Our experiences in elementary school have taught us that we must begin with retraining of the elementary principal if you expect that program to succeed.

You have to carry that through to retraining of teachers in terms of individualization. I would encourage some language within the bill addressing itself to the problem of retraining that will exist in individualizing instruction.

Mr. Quie. I would say that we probably ought to strengthen that. That is why we talk about teacher training; and then where necessary, equipment and instruction.

I think you make a good point there from the testimony I have heard. I think it would be worthwhile to strengthen that part of the bill.

Mr. Scanlon. I wouldn't overlook the retraining needs of the administration within the school. In fact, that is the turnkey to the success from our experiences; and if you expect the administration to serve as educational leaders, you have to remember that they weren't trained that way in colleges, and they have to be retrained to make it succeed.

A second problem that I would point out seems to me is the one of stigma.

Mr. Quie, in your comments about the bill, when you provide special programs for economically deprived young people, you do, in fact, stigmatize those people. I have a little concern or some fear that when you provide individualized programs only for the educationally deprived, you also stigmatize those people. I would encourage individualized programs for all the kids in the school so in fact you are not isolating just a special group of young people.

I would hope the schools that were involved in this would be doing it anyway. I point it out as a potential problem.

I also have some difficulty in looking at the definitions of reading and mathematics, the areas that are proposed in the legislation itself. Language arts feels better to me when you are talking about spelling and handwriting and some of the corollary areas of reading itself. I also think there is a lot of research going on and a lot of interest in the preparing of specific training materials for young people in goal setting, achievement motivation, and that general area where you in fact have to train people, particularly from urban settings, about how to set goals for themselves, how to become self-motivating, how to become self-evaluating.

These are important new aspects in training young people to succeed, particularly in reading.

I think that ought to be looked at.

I worry a bit about the size of the pot that is involved and the dollar level that is involved in terms of the Title I funding; that is, in the school that I have talked to, if 10 percent of the youngsters are now eligible for Title I funds in that school system, based on economics, and if 40 percent of the kids are now eligible based on educationally disadvantaged standards, will the same number of dollars be divided only across more youngsters, therefore having less impact?

I think that is a fear, a problem that needs to be looked at. The Commission will have to address itself to that, I expect.

Mr. Quie. Maybe I could interject here: The legislation will take care of that, requiring concentration, either on the most disadvantaged or the areas where there is a concentration of educationally disadvantaged or on the grades, so they can start at lower grades where the money would go further.

The second part of it is that I am afraid that the parents of young people who are counted now, meaning the families with incomes of $2,000 or less or an AFDC, don't have much political clout. We aren't going to get that money above $1.5 million. If we include that 40 percent, you are including people with an awful lot of political clout. They will probably help get it appropriated substantially above $1.5 million.

Mr. Scanlon. That is what my hope is.

In preparing the written statement for testimony and since our Board of Directors represents urban and suburban school people as well as State department people and other categories, I made an attempt to ask several State departments their reactions to the legislation as well as superintendents.

And I must admit that generally the reaction was very favorable from the superintendents' point of view. I think it would duplicate what our friend from Michigan had to say this morning, if you asked all the superintendents on my Board of Directors.

The state departments were a little bit mixed in terms of their reaction. A specific paragraph I would like to read to you from the State of Delaware says, "In summary we find this bill to be very desirable; and if you like, you can quote that the Planning, Research, and Evaluation of Delaware, that the Department of Public Instruction, has reviewed the bill and gives it its endorsement.

"I should say that the program advocated by the bill would fit in nicely with the so-called Delaware Educational Accountability System and our assessment sub-systems."

This was the general reaction I found in Delaware, New Jersey, and Pennsylvania with some exceptions. Most of the questions that were raised by the state departments were all around the area of testing.

I think it's a great addition to American education that will create a lot of noise and flak; but it needs to be done, and we ought to get on with it.

Mr. Quie. Thank you very much.

Let me ask you Mr. Scanlon, is Research for Better Schools, Incorporated, a U.S. Office of Education-financed research center?

Mr. SCANLON. Correct.

Mr. QUIE. That is a counterpart of doing other things in other parts of the country?

Mr. SCANLON. That is correct. It is involved in the development of four or five major areas of research and development. It is housed in Philadelphia but happens to have operations in some 38 or 40 states presently.

Mr. QUIE. Dr. Sava, when will the research results of your study be available so they can be publicized?

Dr. SAVA. The "mini-results are" available now.

The national surveys that are being undertaken by Nebraska, Minnesota, and a research firm out of Dallas, Texas, Belden Associates, the first phase of that will be available this summer; however, this total study will not be available for three years.

What we are interested in, of course, is in seeing the growth, development and quality of implementation.

Mr. QUIE. Do you have a list of schools by state that are using IGE?

Dr. SAVA. Yes, I do, but I do not have that list with me at the present time.

Mr. QUIE. I wonder if you could pick three schools that we could go and hold field hearings at so the Committee could get a better understanding of what's happening in the schools?

Mr. SCANLON. We have a prepared list of ten schools that we encourage visitation to across the country. They represent different kinds of installations.

One that comes to mind is a total county system in Georgia that is involved—Valdosta, Georgia—that is involved in the system.

We have tried to establish these schoools on the east coast, the west coast, North, and the South.

Dr. SAVA. We can do the same thing.

Mr. QUIE. Is the Kettering Foundation putting money into the IGE program?

Dr. SAVA. The Foundation has supported the development of the in-service training materials that are used for individually guided education. No funds are being given to the states; no funds are being given to the major school systems.

These funds are being made available by the states and by the school systems for the implementation of the program.

Mr. QUIE. Let me ask both of you, is there parent involvement with the children in IGE programs?

Dr. SAVA. Yes.

Mr. SCANLON. Yes, it adds to the success.

Dr. SAVA. That's one of our major components.

Mr. QUIE. I can't help but recall a statement of some child psychologist. He was telling about this in a speech that he was making. He said if we manufactured shoes for children, we should find out the average size foot of all children, and then just manufacture one size shoe.

If we manufactured shoes in the same way we put forth education in the country, we would figure out what the average size foot was in the country and manufacture one shoe.

We heard the differences in cost of using the IGE program. What is the cost for IPI?

Mr. SCANLON. I would concur with most of the estimates that were made concerning costs by Mr. Sava, although we think you have to look at costs in a number of areas.

The first cost is retraining which is what schools are getting when they are retraining. There are costs associated with retraining teachers and retraining principals.

The cost of student materials we find are about 5 times as much as normal materials.

That is, if a school is using a particular textbook to teach a course, and they buy that textbook once every 5 years and pay $7 for it, the cost of materials that you use in an individualized program will be equal yearly to what they spent over five years. That's been our experience.

In mathematics, for example, it costs about $7 a year to support student materials in mathematics. The costs do dramatically increase.

Dr. Sava made the statement that based on the assumption the school had a lot of these things, the costs remain the same.

Our experience has been that not many schools have many of the materials. That becomes a real budget item at least when you begin.

A third cost we have found to be of considerable importance is the use of paraprofessionals. One of the problems you face in retraining teachers in individualized instruction is retraining them to manage schools and classrooms differently. They can generally manage 30 kids when they are all doing the same thing. It is more difficult to manage 30 young people when they may be on different things.

To help that success and to help with the paper backlog that is involved in that, you need paraprofessionals. You need one teacher—one paraprofessional for every 60 youngsters involved.

For every two teachers, you need one aide.

That's generally an increased cost item for many of the schools. The last cost item one has to calculate is the cost of the miscellaneous items like shelving, where you can store the materials, hardware, once you have them in the school, and where you are going to organize them.

Although it may not be high, it is still a cost the school has to look at.

Those costs can vary from $30 a pupil to $130 a pupil.

The school that has nothing when it starts has to hire aides and buy all those materials, spend that much, $130.

A school that has a lot of things can spend about $30.

Mr. LEHMAN. I have to go meet a quorum call.

I enjoyed the testimony.

Mr. QUIE. When we passed the Elementary and Secondary Education Act in 1965 we really didn't know what to do about the educationally deprived children.

Dr. Sava indicated there was some problem with one school doing some innovative programs and another school then trying to pull them down again.

Do you think we are ready now for the kind of language that I have in the bill which would virtually require individualized instruction in the use of title I money?

Mr. SCANLON. I not only think the schools are ready for it, I think it is the way schools ought to go; and for those that are not ready, they ought to get ready. That is a responsibility that we all have.

Mr. QUIE. How do you feel about that?

Dr. SAVA. I think we have enough knowledge now with respect to individualizing that we could move ahead.

I think that some schools will move a lot quicker than other systems. Some school systems will move much quicker than others. Others will require a great deal more in-service training.

The specific answer to your question is yes.

Mr. QUIE. Your prepared statements will appear in the record. I wish I had more time to talk with you, but I better get over there and prove to my constituents that I am on the job today.

I want to talk to you, Mr. Scanlon, some more about the Education Daily report on March 19 a little bit.

I do want to commend both of you.

Dr. SAVA. Thank you.

Mr. SCANLON. Thank you.

Mr. QUIE. We will recess until 9:30 tomorrow morning.

[Whereupon, at 12:20 p.m., the hearing was adjourned, to reconvene at 9:30 a.m., on Thursday, March 29, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

THURSDAY, MARCH 29, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. William Lehman presiding.

Present: Representatives Lehman, Andrews, Quie, Bell and Benitez.

Staff members present: John F. Jennings, majority counsel; Christopher Cross, minority legislative associate; and Toni Painter, secretary.

Mr. Lehman. The subcommittee will now come to order. I will yield to Mr. Quie from Minnesota for some introductory remarks.

Mr. Quie. Thank you, Mr. Chairman. First before we get going, I would like to put in the record some letters from State educational agencies that I think are very pertinent to the legislation.

Mr. Lehman. Without objection, the information will be included in the record at this point.

[The material referred to follows:]

Texas Education Agency,
Austin, Tex., March 26, 1973.

Hon. Albert Quie,
U.S. House of Representatives,
Washington, D.C.

Dear Representative Quie: Thank you for the opportunity to review your proposed amendment to Title I of the Elementary and Secondary Education Act of 1965.

The Texas Education Agency began using criterion-referenced mathematics tests in the Fall of 1970 in a pilot test in one region of the State. The results of the pilot testing indicated that this type of test was useful to teachers and other school personnel. Because of the positive evaulation results received from the pilot test, the 1971 statewide assessment of sixth graders in reading and mathematics was based on the use of criterion-referenced tests.

School campuses were used as the basic unit for a sample of 22,000 sixth grade students in order that useful information would be provided for classroom teachers and other school personnel. Workshops were conducted to inform the schools of the usefulness of this type of testing program. Practically all of the schools selected for the sample participated, and there is evidence that we received reliable performance data as a result of this approach.

As a part of this study reading and mathematics objectives measured by this test were submitted to teachers and curriculum experts for review. Approximately 28 reading objectives and 41 mathematics objectives were judged to be "basic" or "essential" for all youngsters performing at the sixth grade level. We are now in the process of developing a statement on statewide learner objectives for accomplishment in Texas public schools which are based on these objectives.

Attached is a brief summary which describes the tests, the sample, the reporting procedures to schools, and an overview of the results of this assessment. I am also enclosing copies of the reading report and the mathematics report which discuss the details of administration and give some examples of the kinds of information available from criterion-referenced test programs.

Based on an evaluation of the 1973 assessment, approximately 140,000 sixth grade students took criterion-referenced reading and mathematics tests this year. Because of their usefulness as instructional tools for diagnosing individual educational needs of pupils and developing individual instructional plans, these tests were provided to schools as a part of our guidance program.

Our experience with the reading, and mathematics assessment project gives evidence of several advantages of criterion-referenced testing:

1. The use of student performance measures on educational objectives for the determination of eligibility for support under this proposed legislation seems superior to reliance upon such descriptors as poverty and ethnicity.

2. Classroom teachers have been provided specific diagnostic information on the educational objectives obtained by individual students. They have also received reports of the number and percent of students achieving each of the reading and math objectives. This information has proven more effective for planning improved instructional procedures and strategies than the knowledge that a student is performing two years below grade level.

3. Criterion-referenced instruments have focused attention on specific learnings that educators and citizens want accomplished in the public schools. We have had to address the problem of identifying basic or essential objectives from among all those included on each of the instruments used.

4. Teachers, counselors, pupils, and parents have been led to review each student's attainment of reading and mathematics objectives instead of looking only at his placement in a statistical population such as a national norm.

5. Criterion-referenced instruments also contribute to program evaluation because each item can be verified as to its sensitivity to instruction. The use of the instruments in a pre–post situation would yield important information about gains made in the achievement of reading and mathematics objectives.

Based on our related experiences with criterion-referenced instruments as a basis for needs assessment and program evaluation, we would like to rasie the following issues or questions with regard to your proposed legislation:

1. The relationship between objectives selected by the national commission and objectives derived by individual states may need attention. It would be important to have a mechanism to deal with state objectives judged to be basic by each of the states, since there will be some variation because of differing populations and needs.

2. If matrix sampling is used as proposed, the bill may encourage three separate measuring systems—one for distribution of funds nationally, one for distribution of state funds, and one for local classroom teachers to use in diagnosing student performance. Perhaps states could use criterion-referenced instruments to measure their basic objectives and to serve as an instructional tool for teachers and the results of this testing could then be summarized or sampled to provide information necessary for federal and state distribution of funds.

3. The proposed legislation could have an important impact on the entire educational structure because each child receiving support under this legislation would have to have an individual plan of instruction. Since not all of the children in any given classroom would be supported by funds available under this act, educators might find themselves developing individualized instructional plans for all children or children served by this act might be segregated for ease of administration of the program. On the other hand this might be an advantage if it encouraged individualized programs for all children.

4. There are some inherent problems with the distribution of resources based on student performances since the less well students perform, the more funds their school or their state would receive. What incentives can be built into the guidelines to encourage continual progress? Could we distribute funds on the basis of gains, or on a combination of both needs and gains?

Very truly yours,

M. L. Brockette,
Deputy Commissioner of Education.

Department of Public Instruction,
Dover Del., March 23, 1973.

Hon. **Albert H. Quie,**
House of Representatives,
Committee on Education and Labor,
Rayburn House Office Building,
Washington, D.C.

Dear Representative Quie: The following represents the response of the Delaware Department of Public Instruction including our Title I office to your bill H.R. 5163:

This Department supports the principle of providing money for the students who are to be educated as opposed to the present formula for distribution of ESEA Title I funds. It is recognized, however, that there are difficulties in establishing a single test to be used as the basis of allocation of funds. There are problems of acceptance of the test, interference with other testing programs, and other related problems. I do not mean this to say that these are insurmountable, however.

The matter of requiring individualized programs of remediation will present real problems in my opinion. I can just see all kinds of guidelines being required that will run into audit difficulties in the interpretation of what this means. Again, I do not argue with the concept but I do believe there will be real problems in the administration of this aspect of the programs. One of the schools in our state served as a pilot school for Individually Prescribed Instruction (IPI) and the system has been discarded as being too expensive. Extensive efforts to disseminate this method to other schools in the state have failed. I, therefore, do not subscribe to the notion that it is an easy matter for other schools to adopt this method of instruction.

Even more difficult will be the requirement that individual teachers must have the involvement of the parents of each child in the establishment of meaningful educational goals and methods. You must be aware that some parents refuse to become involved with the education of their children and so I wonder what kind of guidelines will be developed and audit trails to follow which will present problems in implementation. Your bill does allow for this responsibility to be transferred to the Parental Advisory Committee but this is no easy matter for the teacher either. I can see this as a laudable goal but certainly not as a requirement for participation.

Overall I must conclude that the administrative aspects of your bill will require prohibitive and excessive amounts of planning time which classroom teachers just don't have. If public school teachers had a twelve-hour teaching load like college instructors this might be possible. I would not want this construed to mean that I am opposed to planning but, to the contrary, I believe that the requirements of your bill will result in a lot of paperwork to satisfy the requirements of participation but will be ignored in the implementation. The staffing to first of all write the plans; then to secure parental approval; typing the plan; and administrative approval at local, state, and federal levels will require excessive overhead costs.

I hope this position on your bill is helpful to you.

Very truly yours,

Kenneth C. Madden, *State Superintendent.*

Department of Public Instruction,
Pierre, S. Dak., March 23, 1973.

Hon. **Albert H. Quie,**
Representative from Minnesota, House Committee on Education and Labor, Rayburn House Office Building, Washington, D.C.

Dear Congressman Quie: Thank you for your informative letter concerning the new legislation to amend Title I of the Elementary and Secondary Education Act of 1965. In reviewing your remarks in the Congressional Record, it is evident that census figures on income are outdated and inadequate for determining distribution of funds among the various states.

I would also agree that the present formula is discriminatory toward disadvantaged children who do not attend target schools. However, I do have additional concerns as to whether rural states will fare well if funding is based on one-half the state or national per pupil average expenditure, whichever is higher.

In Fiscal Year 1972, Sough Dakota was one of nineteen states which would have received a drastic reduction in funds except for the supplemental appropriation which was passed late in that fiscal year. Presently the total national appropriation is funded at less than forty percent of the authorization and thus we can provide services to only a limited number of children. By increasing the number of eligible children, it would be necessary to bring the authorizations and appropriations closer together to avoid a continuing loss to some states to pay the increased entitlements in other states. I would recommend that the same per pupil cost (such as half the national average) be used as the factor for determining all state authorizations.

I am also concerned that a criterion referenced test would tend to reduce the number of eligible educationally deprived children in relation to those from urban areas, even though rural students are also in need of additional services. Are statistics available to determine whether further reductions in funding would not result from this method of proposed funding?

I would be most appreciative of receiving any further information in regard to H.R. 5163.

Sincerely yours,

DON BARNHART, *State Superintendent.*

DEPARTMENT OF EDUCATION,
Atlanta, Ga., March 21, 1973.

Hon. ALBERT H. QUIE,
Member, U.S. Congress,
Rayburn House Office Building,
Washington, D.C.

DEAR CONGRESSMAN QUIE: I have read with deep interest your letter of March 13, 1973, the copy of H. R. 5163, and the reprint from the March 6, 1973 Congressional Record, pertaining to your proposed amendment to Title I of the Elementary and Secondary Education Act of 1965.

I agree with your desire to place emphasis upon individualized instruction and upon parental involvement in the educational process. I also agree with you that the use of outdated 1960 U.S. Census data can no longer be justified and that all low achieving children should benefit from the provisions of Title I—not just those who reside in concentrated areas of poverty.

Your proposal to use criteria referenced tests as the basis for allocating funds to states and, I assume, the use of a similar procedure for allocations within states, is basically sound; however, I question the readiness of the general public to accept a national testing program to accomplish the desired end. Also, within individual states, there would be an excessive cost in carrying out the necessary assessment program for equitable fund distribution. I further question the practicality of educational assessments being carried out in nonpublic institutions by public school officials.

Your proposal to involve a teacher and parents in establishing goals for each individual child appears to me to be an impossible task. I believe in parental advisory committees or councils, but I do not believe that it is practical to require counseling which would necessitate consultation with parents for each individual child.

I question the advisability of the establishment of a National Commission on Educational Disadvantage with the responsibilities as outlined in H. R. 5163. I feel that the U. S. Office of Education acting under the Commissioner would be the proper agency for carrying out these tasks.

I appreciate your interest in this important matter and the approach which you have taken in securing reactions and suggestions, and I trust that the above remarks will be helpful to you.

With warm personal regards, I am

Sincerely,

JACK P. NIX,
State Superintendent of Schools.

Mr. QUIE. If I could just read a few comments for the benefit of everybody here. One is from the Texas Education Agency. I quote: "The Texas Education Agency began using criterion-referenced mathematics tests in the fall of 1970 in a pilot test in one region of the State. The results of the pilot testing indicated that this type of test was useful to teachers and other school personnel.

"Because of the positive results received from the pilot test, the 1971 statewide assessment of sixth graders in reading and mathematics was based on the use of criterion-referenced tests."

I think the number of States that are using criterion-referenced measurements now is quite interesting. Our witnesses today are going to talk about the criterion-referenced tests so that the committee can have a little better idea of what they really are.

We have known from our own experience—mostly the normative standardized tests that normally been used. They say from their experiences in Texas that "the use of student performance measures on educational objectives for the determination of eligibility for support under this proposed legislation seems superior to reliance upon such descriptors as poverty and ethnicity."

I also received a letter from the Department of Public Instruction from Dover, Delaware in which they say they support the principle of providing money for students who are to be educated as opposed to the present formal distribution of ESEA Title I funds.

Here is a State in the northeast which as indicated by the people from National Assessment ranked higher than the national average.

I also received a letter from the State of South Dakota as mentioned yesterday. They say that "We would agree that the present formula is discriminatory toward disadvantaged children who do not attend target schools." They express their feelings on the legislation.

The last one I have is from the State of Georgia. They write. "I agree with your desire to place emphasis upon individualized instruction and upon parental involvement." They go on, "Your proposal to use criteria-referenced tests as the basis for allocating funds to States and, I assume, the use of a similar procedure for allocations within the States, is basically sound; however, I question the readiness of the general public to accept a national testing program to accomplish the desired end."

I think that really is a problem that faces us, the acceptance by the public of this new method of distributing money. That is why I think we need to move ahead with a thorough study of this possibility.

I think these hearings we have been having are important toward that end. As I mentioned, Mr. Chairman, the witnesses today are here to talk about criterion-referenced testing. We have people both from the University of California and the California Testing Bureau. We also have invited people from McGraw-Hill, not necessarily because I endorse McGraw-Hill, but they have been involved in both Michigan and Florida programs and therefore I think their testing would be valuable to us.

I just wanted to make those introductory remarks before you introduce Mr. Popham.

Mr. **Lehman**. All right. We will proceed then, and Dr. Popham you can come up and make your statement. If you have a document that you want entered into the record, without objection it will be inserted.

STATEMENT OF DR. W. JAMES POPHAM, PROFESSOR OF EDUCATION, UNIVERSITY OF CALIFORNIA

Dr. Popham. The proposed legislation envisages a plan whereby the funds for youngsters in the country would be distributed by title I largely on the basis of measured pupil performance, that is, measured by the identification of disadvantaged youngsters. This is an intriguing notion which makes a great deal more sense than distributing funds according to census data.

Obviously very important in the operation is the use of the tests that would be employed to make those identifications. What I would like to do today is describe some distinctions between the kinds of measures we have typically used in this country and the kind Mr. Quie referred to in his remarks. This is the approach that he suggested might be used.

Because the quality of the instruments employed would be pivotal in deciding whether or not youngsters had been identified properly, it really forces us to look very carefully at the kinds of instruments which would be employed.

So, I would like to distinguish between norm-referenced measurement and criterion-referenced measurement. The traditional kinds of approaches used in the past have been properly identified as norm-referenced measures. The kinds of assessment techniques which are being proposed for this particular legislation are criterion-referenced measures. The distinction is extremely important because ifyou use the wrong kind of measuring instruments, you can end up getting the wrong data.

A norm-referenced measure, the more traditional kind we have worked with, is designed to identify how individuals perform in relation to other individuals: that is, designed to see how Mary compared with Johnny; to see whether one person scores at the 49 percentile in relation to a norm group. Since you are constantly working with comparisons, it is for that reason you talk about norm-referenced measures.

Criterion-referenced measures, on the other hand, are designed to see what an individual can or cannot do with respect to an accurately specified description of behavior. The best illustration of a norm-referenced test would be the standardized achievement tests we have worked with for so many years, or IQ tests. These are norm-referenced tests.

Criterion-referenced tests are harder to come by these days. I can use a couple of illustrations. One deals with a personal incident. My daughter acquired a dog a couple of years ago. We have a leash law in Los Angeles and had to restrain the dog in the back yard somehow. I had an expensive fence built, but now the dog merely jumps over the expensive fence. I should have given the dog a test to see how high it jumped. I didn't care about how my dog compared to other dogs. I then would not have wasted fence-building money, because at this very the dog is probably roaming.

A common example of a criterion-referenced test would be the Red Cross Senior Life Saving Test where you have to show required levels of proficiency. You are not interested in comparisons of one candidate with other swimmers. You want to know that a given swimmer can swim well enough to save kids.

So these are examples of criterion-referenced tests. The distinction is rather important. In a criterion-referenced test, you want to see what an individual can do, and in that sense they are absolute indicators.

Now for many years in our country we have been suffering from a misapplied measurement tradition. We have been using norm-referenced standardized tests for so long that many educators and most citizens believe they are the only legitimate way to find out how well youngsters are learning. After all, these kinds of measurements have been distributed by reputable publishing firms, several of whom are represented in the chambers today. They are associated with all sorts of sophisticated measurement trappings, such as technical reports of validity and realibility.

The tests have form ABC and all sorts of exotic letters. But they were designed to permit one to make comparisons among individuals. Because of their prime mission, they have developed some intriguing qualities which render them inappropriate for the kind of legislation currently under consideration.

Let me indicate several deficiencies with norm-referenced tests. The first deals with interpretability possibilities of these kinds of tests. Standardized tests are designed by commercial test publishers who, in spite of the fact they may be nonprofit, have to produce some kind of revenue. You cannot design a test in particular for North Dakota and another one for New York, even though the instructional emphases in those two States may differ.

The way that the commercial test publishers get out of this bind is to develop a general test, a test that deals with reading comprehension or mathematics operations. By so doing, the publishers pick up the classic Rorshach dividend; you can see what you want to in an ink blot. Even though in a particular school district the instructional emphasis may not mesh with the standardized test emphasis, at least it is close enough so that you say, "Well, the standardized test will do." The result is that you have standardized descriptors in these tests and if you find out that the child cannot perform well in a reading skill, you don't know what that means unless you dissect the test itself. Because of the generality of these tests, they are not too serviceable for the purpose being suggested in the legislation.

The second difficulty, and this is one which I suspect legislators would not be cognizant of, is the lack of sensitivity of these particular kinds of measures. You will recall that the chief purpose of norm-referenced tests is to allow us to make discriminations among individuals, that is, to spread people out.

Since you have to spread people out, there are certain psychometric properties of norm-referenced tests which render them inappropriate for what is being proposed here. To illustrate, an item that is answered correctly by most people after instruction cannot remain in a norm-referenced test. It is an item which does not produce sufficient score variability, hence it must be modified or excluded from the test.

Putting it more specifically, if a teacher sets out to teach a particular concept and discovers, prior to instruction, that most of the learners fail the item and then, after really super instruction, most of the students answer it correctly, say 95 percent, such an item would have to be deleted from the norm-referenced test. Since most people get it correct, it produces insufficient score variance and thus does not contribute to the primary purpose of the test.

That means that standardized tests which have been revised very often tend to consist of items which are answered correctly by about half the people who take the test. Such items tend to be mostly highly correlated with native intellectual ability. In other words, after standardized tests have been revised very often, they tend to act very much like IQ tests.

So, both with respect to interpretability and with respect to sensitivity, there are some significant deficiencies in norm-referenced measures.

In contrast to these, we have criterion-referenced measures. These have been given a considerable amount of attention during the past decade in this country. They offer, because of their focus, ways of counteracting deficiencies in norm-referenced tests.

For example, they offer the possibility of better descriptions of the kind of learner behavior we are attempting to promote. They permit us to define the domain of intended learner behavior with far more clarity and to mount programs to ameliorate learner weaknesses. In the standardized test it is difficult to know where the weaknesses are. In the criterion test we can direct our attention to improving learner failures because we have a much better idea of where they fail.

Another advantage of this approach is that criterion-referenced tests are more sensitive. We can retain test items that most people get correct. If we really accomplish what we want to in this country, we will have many more students accomplishing, at a high level of proficiency, the kinds of skills we think are important. If that is so, more people will be scoring correctly. Criterion-referenced tests allow us to test the effects of high quality instruction.

The third advantage I would like to mention is the possibility of working toward more accurate diagnoses. In the proposed legislation, there is a suggestion that an individual contract be devised for each educationally disadvantaged learner. The possibility of making accurate diagnoses exists through criterion-referenced tests. It simply does not exist in the case of norm-referenced measures.

Some people say when you are working with tests of this sort there is a great danger you will be teaching to the test, and that this is somehow reprehensible. I suppose that might be true if the test itself was deficient. As long as the test represents, instead of a given 20 items, student preformance on a 20-item sample from an almost limited number of items, then what you are assessing is mastery of a class of behaviors. Teaching to that type of test is precisely what we should be doing.

In summary, I have looked carefully at the legislation under consideration as an alternative to the current method of disbursing title I funds. It seems to me to be an eminently sensible suggestion.

The question arises as to whether or not we currently possess the technology to devise the assessment system being proposed. I think the answer is "yes."

One also questions whether it would be economical and would, in the long run, be cost beneficial to the nation. Again, it seems to me the answer is clearly "yes."

Would there be problems associated with this particular approach? The answer has to be "Yes." There are technical problems which we would have to resolve. Mr. Quie anticipates a certain period of development activity. My guess is that these technical problems would be solved.

In the final analysis, as I survey this approach versus the current alternative, I think there is no question but that it represents an improvement. I would be very glad to respond to any questions you have with regard to my remarks.

[The statement referred to follows:]

STATEMENT BY W. JAMES POPHAM, UNIVERSITY OF CALIFORNIA, LOS ANGELES, CALIF.

You can't measure mileage with a tablespoon. But everyone knows that, so no one tries to. After all, tablespoons were designed to serve a clearly identifiable measurement function, thus they are never employed for assessing such things as distance, sound and heat. Significant problems arise, however, when the mission of a measuring instrument is not so patently obvious, hence it can be mistakenly used in situations whereby it yields apparently respectable but misleading data.

For there are seductive dangers associated with the possession of data. We live in an increasingly evidence-conscious society, and the person who can trot forth a sufficiently impressive array of data often becomes the winner in policy disputes. After all, our data-devotee will claim that he has the facts and the other side operates only on intuition. But, quite obviously, the quality of a data-based argument or decision depends on the quality of the data. Injudicious selection of measuring instruments is likely to yield indefensible data. Unfortunatly, in the field of education we are currently suffering from the afflictions of a markedly misapplied measurement tradition.

Not only with respect to the particular bill currently under consideration by this Committee, but because misperceptions regarding appropriate measurement strategies may impinge upon one's appraisal of comparable legislation, it is necessary to draw distinctions between two major measurement methodologies as they relate to determining the basic academic capabilities of the nation's youth. More specifically, differences will be identified between a *norm-referenced measurement* approach and a *criterion-referenced measurement* approach. The purpose of these two assessment strategies will be examined along with illustrations of how, if the wrong type of approach is utilized, misleading data will result.

THE BASIC DISTINCTION

Norm-referenced measures are used to ascertain an individual's performance in relationship to the performance of other individuals on the same measuring device. The meaningfulness of an individual score emerges from the comparison. It is because the individual is compared with some normative group that such measures are described as norm-referenced. Most standardized tests of achievement or intellectual ability used in this country can be classified as norm-referenced measures. Such tests are designed to yield a series of *relative* performance descriptions, that is, relative to the norm group. It is expected that we will be able to distinguish between Mary who scores at the 65th percentile (of the norm group) and Harry who scores at the 48th percentile (of the norm group).

Criterion-referenced measures are used to ascertain an individual's status with respect to some criterion, that is, an explicitly described type of learner competence. It is because the individual's performance is compared with an established criterion, rather than the performance of other individuals, that these measures are described as criterion-referenced. The meaningfulness of an individual score is not dependent on comparisons with other individuals who took the test. We want to know what an individual can do, not how he stands in comparison to others. For example, the dog owner who wants to keep his dog in the back yard may give the dog a fence-jumping test. The owner wants to find out how high the dog can jump so that the owner can build a fence high enough to keep the dog in the yard. How the dog compares with other dogs is irrelevant. Another example of a criterion referenced test would be the

Red Cross Senior Lifesaving Test, where an individual must display certain swimming skills to pass the examination irrespective of how well others perform on the test. Merely because a group of weak swimmers sign up to take the lifesaving test on a given occasion would not mean that the best performance of that group would necessarily be high enough to pass the test.

Since norm-referenced measures are devised to facilitate comparisons among individuals, it is not surprising that their primary purpose is to make decisions about individuals. Which pupils should be counseled to pursue higher education? Which pupils should be advised to attain vocational skills? These are the kinds of questions one seeks to answer through the use of norm-referenced measures, for many decisions regarding an individual can best be made by knowning more about the "competition," that is, by knowing how other, comparable individuals perform.

Although criterion-referenced tests are also used to make decisions about individuals, there is usually a difference in the context in which such decisions are made. Generally, a norm-referenced measure is employed where a degree of selectivity is required by the situation. For example, when there are only limited openings in a company's executive training program, the company is anxious to identify the best potential trainees. It is critical in such situations, therefore, that the measure permit *relative* comparisons among individuals. On the other hand, in situations where one is only interested in whether an individual possesses a particular competence, and there are no constraints regarding how many individuals can possess that skill, criterion-referenced measures are preferable. In this sense, criterion-referenced measures may be considered *absolute* indicators.[1]

THE MISAPPLIED MEASUREMENT TRADITION

For many years in our nation we have relied heavily on the use of norm-referenced measures. Almost without exception, the many standardized achievements tests used throughout the land fit the classic norm-referenced measurement model. When these devices were used in a fashion consistent with their chief mission, that is, to permit comparisons among individual pupils, then appropriate data were produced. But when these tests were used for other purposes such as to secure a clear picture of what reading skills a particular child possessed, then the resulting data may have typically been more misleading than helpful.

Yet, because these tests have been widely used for so many years, and because they are produced by reputable commercial publishers (who distribute them with a host of sophisticated measurement trappings such as technical reliability and validity reports), many educators and most citizens assume that standardized achievement tests are the only respectable instruments one should use when attempting to find out how well our schools are working, or more specifically, just how well an individual pupil is learning.

For purposes such as these, the use of a norm-referenced test will often produce spurious data. And the tragedy is that such data may be influential in arriving at far-reaching decisions regarding our nation's educational enterprise. For example, several recent reports have focused on extensive analyses of the relative contribution of numerous factors to the quality of education. The results appear to be disappointing. Teacher don't seem to make much of a difference. Indeed, schools themselves don't seem to make much of a difference. But much of a difference *with respect to what?* Invariably the index of pupil achievement used in these large scale analyses has been performance on norm-referenced tests. And, as we shall see, there are characteristics of these measures which render them sufficiently inappropriate for such analyses that the resulting data and subsequent conclusions should be viewed with great suspicion if not complete disdain.

DEFICIENCIES IN NORM-REFERENCED TESTS

There are two main problems with typical standardized tests, which render them unsuitable for widescale use in assessing the status of our children's educational attainments. These deficits are associated with the interpretability and the psychometric properties of norm-referenced tests.

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[1] For a more detailed treatment of the distinctions between norm-referenced and criterion-referenced measurement approaches, see Popham, W. J. (Ed.) "Criterion-Referenced Measurement: An Introduction," Educational Technology Publications, Englewood Cliffs, N. J., 1971.

Interpretability.—Most standardized tests are developed by commercial test publishers who must design the instruments so that they can effectively service an entire nation. Practical economics preclude test publishers from developing a separate test for New York and another version for North Dakota, even though the instructional emphases of these two states may vary considerably. The way that test publishers get out of this bind is to develop a *very general* test which, while it may not be perfectly congruent with a given school district's curricular preferences, will at least cover some of them. But to the extent that a particular district is emphasizing content and skills other than those included in the very broad standardized test, a misleading impression of the district's effectiveness or an individual child's capabilities may be created by the use of such tests.

Indeed, it is to the advantage of the commercial test publishers to keep achievement tests at very general levels, for then educators throughout the nation can derive the characteristic Rorschach dividend; they can usually see what they want to in an ink blot. Thus, when certain tests yield subscale scores such as "reading comprehension," it is inordinately difficult to get a precise fix on what is meant by that score. Only by dissecting the test itself can the user secure a defensible idea of what the instrument is measuring. For purposes such as accurately locating our nation's educationally disadvantaged youngsters, we need more crisp interpretations than are afforded by the bulk of norm-referenced tests.

Just imagine that by employing a standardized achievement test we had located a child who scored below the tenth percentile on a mathematics achievement test. We know, of course, that we have a child who needs help in math. But what kind of help? The typical scores on a standardized math achievement test are often given in phrases as general as "basic operations" or "geometric relationships." With such imprecise descriptors it is next to impossible to really identify what the learner's weaknesses are, much less to correct them.

Psychometric properties.—As we have seen, the chief purpose of norm-referenced tests is to permit comparisons among individuals. Because of this, such tests must produce *variant* scores. In fact, the more that pupil scores can be spread out, the better. Test items which are answered correctly by most students, since they contribute little to total score variance, must be deleted or modified. To contribute to total score variance an ideal item is one which is answered correctly by half the people taking the test (preferably those who scored highest on the total test) and incorrectly by the other half (preferably those who scored lowest on the total test). Most standardized tests which have been revised several times contain a great many such items since, for purposes of spreading out those taking the test, these items function effectively. But, in general, such test items are most highly correlated with *native intellectual ability*. In other words, as standardized achievement tests are revised and refined through the years in order to maximize the variability of pupil scores, they more and more closely resemble a classic intelligence test. Thus, norm-referenced tests are often quite insensitive to detecting the effects of even high quality instruction.

To illustrate, suppose a teacher attempts to teach an important concept and, prior to instruction, administers a test item which almost everyone misses. Yet, after a really fine instructional job, the same test item is answered correctly by *everyone*. But, because it produces no score variance among students, this kind of item would have to be excluded from a standardized achievement test. This not only leads to insensitive tests but creates the further problem that oft-revised standardized tests many times do not contain the very test items which deal with the central concepts of a field.

COUNTERACTIONS BY CRITERION-REFERENCED TESTS

Largely in an effort to remedy some of the weaknesses of norm-referenced measures, criterion-referenced tests are designed in such a way as to (1) be more accurately interpretable, (2) detect the effects of good instruction, and (3) allow us to make more accurate diagnoses of individual learners' capabilities.

Defined pupil competencies.—One of the important ingredients of a well devised criterion-referenced test is an explicitly defined criterion. Putting it another way, since the whole conception of this measurement strategy is based on referencing scores to a criterion set of learner behaviors, then the behaviors must be described without ambiguity. Most current criterion-referenced measurement specialists are advocating that a *domain* of learner behaviors be delineated in such a way that from the domain description (often called an item form) an almost unlimited number of test items could be generated. It must be noted that "test item" should be conceived of as representing a wide range of measurement techniques, not merely paper and pencil tests. Because of the characteristic accuracy of the criterion descriptions, we have a far better idea of what it is that the student can or can't do. This becomes particularly important when, upon assessing the students, we discover serious educational deficiencies. With a typical norm-referenced test we would have only a global idea of the general sort of student weakness; with a criterion-referenced test the deficits can be pinpointed and thus more readily ameliorated.

Sensitivity to instruction.—Because criterion-referenced tests need not produce considerable score variance, they can consist even of items which, after instruction, most learners answer correctly. They can retain items which are based on the primary curricular emphasis. As a consequence, such tests are characteristically more sensitive than norm-referenced tests for purposes of detecting instructional effects.

Accurate diagnoses.—Because they are more carefully explicated, criterion-referenced tests typically provide us with a more fine-grained analysis of exactly what the pupil can and can't do. The differential skills we hope learners will acquire can be more accurately portrayed via a well described criterion-referenced test in contrast to its often amorphous norm-referenced counterpart. And for promoting instructional improvement, accurate diagnosis is an indispensable first step.

WHAT ABOUT TEACHING TO THE TEST?

Discussions such as these often lead to the assertion that precisely explicated tests will encourage instructors to teach to the test, and that such a practice is somehow reprehensible. Contrary to the wide-spread belief that teaching to the test is an instructional sin, we must recognize that *if the test is truly defensible*, then we should applaud those who can teach pupils to master it. The kind of test which will be defensible is not a particular set of items, however, but a *sample* from an almost infinite number of items that could be generated from our well described criterion. In other words, we should not be teaching to a given set of 10 double-digit multiplication problems, but instead to *any* set of 10 double-digit multiplication problems randomly selected from a well defined item pool. Thus the learner acquires mastery of a *class* of skills, not a limited number of items reflected by a particular test. This approach is central to proper use of criterion-referenced testing.

SPENDING MONEY AND MEASURING SKILLS

The general thrust of the legislation currently under consideration involves the distribution of federal educational funds on the basis of measured educational deficiencies rather than census determiners. Further, there appears to be a recognition of the importance of employing appropriate measurement methodology when identifying educationally disadvantaged youngsters. Assuming that sufficient care can be taken to support the development of high quality criterion-referenced measures for this purpose, the general scheme for targeting federal dollars appears to be sound. For when we are attempting to identify those young people who truly need educational assistance, then using outdated census figures as the determiner may be worse than measuring mileage with a tablespoon. It's more like measuring baking soda with a speedometer.

Mr. ANDREWS [presiding]. Mr. Quie?

Mr. QUIE. I appreciate your testimony, Dr. Popham. I think it is excellent. I was especially intrigued where you said in your written testimony that the present system may be worse than measuring mileage with a tablespoon. "It's more like measuring baking soda with a speedometer."

The more I have looked into this, the more I came to the conclusion that we have to find some means of distributing the money to kids where the need is. At first, I looked at the possibility of using

IRS figures so we would at least get away from the historical census information which is so outdated.

You know everybody we counted in the census information in 1960 is no longer in school. We did not pass the administration's H.R. 1, which provided standard welfare payment across the Nation so AFDC varies State by State.

Then when I finally found a few efforts toward studying how the correlation did exist between poverty and educational disadvantage, I found that even if we had up-to-date information on income, that still wasn't the measuring tool that we needed.

What really struck me then was the work that had been done on criterion-referenced testing. I have also been, like you suggested, feeling that the old norm-referenced tests were just so inadequate that I would not even suggest that we use them, because they had so many built-in faults.

My first question is: What kind of acceptance do you think there would be for this out in the country? I had handed to me a letter from the National Association of Elementary School Principals and their deputy executive secretary writes, "The association endorses and supports H.R. 5163." I am delighted to hear that of the association of elementary school principals.

You might think that some of them might be a little worried about it. What about the acceptance of that once it is introduced into a school system or into a State?

Dr. POPHAM. I think it would be well accepted, presuming that first a reasonably decent informational job could take place. I must confess I was delighted when I read your remarks associated with the introduction of the law, because it reflected a level of sophistication regarding the technical question which frankly I had not anticipated existed back here.

Mr. QUIE. That is the impression people have of the Congress.

Dr. POPHAM. I believe that as people become familiar with the deficiencies of the traditional assessment approaches for the purpose you are talking about and the advantages of criterion-referenced measurement for instructional purposes, there is no question but that teachers will be highly agreeable to the approach.

If anything, they have resisted testing because they associate testing with standardized tests where they are essentially being pelted with a scatter gun. The minute they understand what the change is and recognize what the criteria are clearly delineated, then they have a much better chance of producing relevant instruction and benefitting the kids.

So we must first acquaint educators with the advantages of the measurement approach being proposed. Every place I have been where people recognize this important distinction, almost immediate and often enthusiastic acceptance on the part of teachers takes place.

I am affiliated with a nonprofit group in California that produces these kinds of measures. We have recently sent out a flyer describing the availability of criterion-referenced tests in reading and mathematics. The response has been enormous.

The next witness will describe work going on in his firm. He represents the only publisher distributing criterion-referenced tests. I think the response to his firm's tests has also been quite positive. I think that teachers will be highly enthusiastic about these tests. But we must acquaint them with these basic distinctions.

Your remarks suggest a greater degree of sophistication than would be present, I suspect, in the vast majority of American educators. They may still think the only good test is a standardized test.

Mr. QUIE. That is my concern. If they are fearful you are moving into an unknown field, the normal reaction is to oppose it because they fear the unknown.

Dr. POPHAM. Of course the arguments have to be brief for your purposes here, but they can be compellingly mounted in favor of this assessment approach. When educators see the advantages, I have found very few people, unless they had vested interests in promoting standardized tests, who resist introduction of criterion-referenced measures.

Mr. QUIE. I have been struck in Michigan as to how quickly the whole attitude turned around in the educational community. I was also interested in Michigan that they were able to sell it to the legislature before they sold it to people in education. The people in education quickly accepted it once they knew what it was about.

Dr. POPHAM. That is not an uncommon pattern. In many States legislators are becoming more sophisticated about this critical question, the assessment of educational progress, than the educators.

You have a few key people, perhaps such as yourself, who become knowledgeable regarding educational assessment. They enact laws, and all of a sudden the educators are quickly swept up with them. The fact is they are generally quite accepting once they understand what the game is.

Mr. QUIE. I have some hopes that that will happen to this committee as well. One of the questions I have, though, is why did it take so long to develop criterion-referenced tests? It seems to me the need has been there for years and years.

Dr. POPHAM. There are several reasons. One is that the need was not recognized as dramatically until the start of the 1960's. In the 1960's, a new group of instructional psychologists began to appear who were promoting the use of programed instruction. This was an adaptation of methods that had been used in experimental psychology laboratories for promoting greater learner attainment of specified instructional goals.

They borrowed much from the work of B. F. Skinner. The strategy was not as important as what they were beginning to discover. They could mount instructional programs which would, with a high probability of success, yield learner mastery of all of the objectives. When they started applying the classic measurement approaches that we have always used in this country, they discovered that these techniques did not work, that is, they were not appropriate for instructional interventions which yielded a high proportion of success.

In 1963, a colleague from the University of Pittsburgh, Dr. Robert Glaser wrote an article in which he said that the disparity between the classic approaches to measurement and the types we needed for this new instructional approach were so important that we have to start working at the problem. In 1963, therefore, Glaser and other people were talking about the importance of contrasting these approaches.

Then you say, "that was 10 years ago." "Why in 10 years have we not moved faster?" Let me suggest that for commercial test publishers, to get in this particular game is very risky. In the first place, they have devoted a great deal of finances and energy to producing non-referenced measures which are widely used, and used with considerably profit to these test publishers.

You will recall what I said about the generality of standardized tests. Because they are of necessity general enough to serve the whole Nation, the minute you start developing a criterion test which has clear behavior boundaries, then the school district which does not have curricular boundaries coterminous with that test will not buy the test. The more explicit you become, the smaller the market. So there are economic disadvantages to developing criteria-referenced tests.

I will be very interested in Mr. Dionne's remarks regarding the success of the California Test Bureau in this area because they are the first firm to do it.

Mr. Quie. I am looking forward to that as well. Since some other members might want to ask some questions, I will yield to my colleagues.

Mr. Andrews. Mr. Bell?

Mr. Bell. Mr. Chairman, I would like to take this opportunity to welcome Dr. Popham to the committee. I regret I was not here earlier. I had an early morning meeting which dragged on. I am happy to welcome you and tell the committee of the excellent work you have done at UCLA. The University of California at Los Angeles' reputation in this field of education is quite renowned throughout the nation, and also the fine work you have done, Dr. Popham.

I do have just a couple of questions. What kind of teacher retraining would be required to use the criterion-referenced testing?

Dr. Popham. Very modest retraining would be requisite, Mr. Bell. The fact is that this would represent a new tool that could be employed by teachers who recognized what its role was. In order to use a new tool of this sort, I think you only have to acquaint them with its merits and its nature.

My guess is that the training requisites for this approach would be very modest indeed. There are other ventures that require a great deal of retraining. For using these types of tests, I find that most teachers master the necessary understanding in an hour or so. The training requirements would not be immense.

Mr. Bell. In view of the state of the art in testing, could we be ready to use criterion-referenced testing for distribution of funds in, say, two years?

Dr. Popham. I think the answer is clearly "yes." Had you asked that question five years ago, the answer would have been clearly "no." But starting with 1963, starting with Glaser's article, a small but growing group of measurement specialists have been addressing themselves to the technical concerns associated with this kind of assessment.

I believe without question that the technology exists in sufficiently polished form now to produce the required forms of instrumentation within two years.

Mr. Bell. There are clear signs of acceptance of the criterion-referenced system, is that right?

Dr. Popham. Absolutely.

Mr. Bell. As you know, Dr. Popham, in the past, as we are still doing, we are taking our criteria for aid to schools primarily from census figures on economic disadvantage. Are you in concurrence that this criterion-referenced testing system will be by far fairer if a decision is finally reached that we will use this method of determining funding allocation? Do you feel confident that this can be, within a two year period, a method in which we can be actually more accurate in distribution of funds than the other method?

Dr. Popham. I have complete confidence that that would be the case.

Mr. Bell. We have had a problem in view of the AFDC records being in some cases way out of date. We have also been unable to focus on academic deprivation as well as financial.

Dr. Popham. Even if the data were current, I would argue in favor of a distribution scheme based on assessment. It seems to make more sense if you are attempting to provide Federal resources to help children who need it, that the children who ought to get the money are the children who demonstrably have the deficiencies. Using an intermediate index such as parental income only would seem to produce more noise in the system. There will be problems in this approach, of course. We don't have much experience in using it.

But you have to compare what is likely to exist with what is being used. I think this would be a preferable method. In our State you are familiar with the great controversy over the new teacher evaluation law passed by the State legislature. That law requires learner performance to be a prime ingredient in evaluating every teaching in the State.

Teachers are recognizing the grave deficiencies in standardized tests and the dvidends to them in using criterion tests. Most school districts in California are implementing this new law with criterion-referenced measures. And the response has been quite positive.

I am confident that if the teachers were acquainted with the advantages of the proposal approach it would be well received. I am also confident that this kind of approach would be preferable to what is currently in operation.

Mr. Bell. I am not sure that these concepts have really been sold completely to some of our leaders in California. I am sure Bill Johnston of the Los Angeles city school system is very interested in this concept. I am not sure that as to my previous question, as to the method of going this route rather than the old formula would be generaly accepted by some of the leadership such as Dr. Riles and others who are leaders in State, whether that would be an accepted formula our system of allocating funds.

I am not sure just how they would feel about that. Have you any discussions with them on this?

Dr. Popham. The educational leaders in the State with whom I have discussed this particular approach are, in the abstract, highly favorable. You have to recognize, however, that what we are talking about is dollars and if under system "A" you get twice as much money, or a reasonably higher proportion of money, than you would under system "B", all of a sudden your abstract support may vanish in favor of practical exigencies.

I think you have to look carefully at why people may be resisting this type of legislation and understand whether it is on the grounds of conceptual deficiencies or the probability of whether they would get less money.

My view is that what would benefit the nation matters more. For a given school district superintendent to endorse this would require him to look carefully at how much his district would be help financially.

Mr. BELL. I am sure they would look carefully if they were completely aware of all the facts.

Dr. POPHAM. Unless they are badly penalized by the new distribution formula, my guess is that they would be generally supportive of this plan.

Mr. BELL. Thank you very much.

Mr. ANDREWS. Mr. Quie, do you have anything further?

Mr. QUIE. Yes, but you go ahead.

Mr. ANDREWS. I understand you to say in your statement that there is diversity among the States both in the ways of teaching and in what is taught. I further understood that Mr. Quie's bill would distribute these funds on a nationally given criterion-referenced test. Do you think it is possible to develop a criterion-referenced test which would fairly measure educational attainment throughout the country?

That is to say, there are certain words used in my State of North Carolina that I believe to be unknown probably in New York.

Dr. POPHAM. That is to New York's disadvantage, I am sure.

Mr. ANDREWS. Thank you. That might be questionable.

Dr. POPHAM. If we were talking about the entire range of curriculum, I think the answer to your question might be different than it is in connection with what is being proposed in the H.R. 5163, namely, reading and mathematics. As long as you are talking about basic skill subjects, such as those two, in contrast to social studies, then I think the answer is "yes." We could develop an acceptable set of measures which would cover the basic skills in reading and mathematics, measures that would be serviceable throughout the entire Nation. I would not want to push that analysis to other more diffuse content areas such as social studies. There is a great amount of agreement regarding the critical skills of reading and mathematics, although the techniques which would have to be employed to secure widespread national concurrence regarding those skills would have to be carefully worked out. But I am sure that this could be done.

Mr. ANDREWS. Won't we get into matters of degree rather than black and white? I assume music would have a standard measurement that would be applicable throughout the world for that matter.

On the other hand, perhaps as you say, social studies may be an extreme in the opposite direction. Would there not then be other courses and subjects and skills and levels of attainment in between these extremes that would cause the answer to that question necessarily to be one of degree rather than just being able to say "yes" or "no"?

Dr. POPHAM. I think so. I was concerned primarily with the proposed law. Since the focus is in reading and math, I would say "yes." I agree with you completely.

There are other subjects where one would have to be more careful reading the possibilities of determining a basic set of skills which would be acceptable throughout the Nation. In some fields other than reading and math, I am sure that would be possible. There are mechanics for doing this now, procedures which can be employed to get rather detailed levels of agreement or disagreement from educators or community groups regarding specific kinds of competencies should be promoted.

Mr. **Andrews**. The SAT test which we hear so much about, to what extent do they measure English or vocabulary and math? I think the scores come out English and math but to what extent do they measure achievement in areas other than English and math?

Dr. **Popham**. Although my daughter has taken that test innumerable times, I am not sure of its ingredients. Many tests such as that one yield a quantitative competence score and a verbal competence score. Others yield achievement indices in certain areas such as history and literature. It depends on the test you are talking about.

Mr. **Andrews**. Frankly, I am a freshman and I am trying to learn a lot about this. Would Mr. Quie's bill measure aptitude primarily or achievement?

Dr. **Popham**. Achievement.

Mr. **Andrews**. That is my understanding from what I have heard about it. Yet when you say you can attain a reasonable national norm by measuring in the areas of reading and math, it seems that you are saying that when you measure English and math only, you are measuring aptitude rather than achievement. I thought we were trying to develop a test with respect to distribution of title I that concerns itself not so much with aptitude as with achievement.

It seems what you are saying, as best as I can follow it, leads us into a consideration based on what we think to be acceptable testing methods of measuring aptitude rather than achievement. I wonder if that is a basic distinction?

Dr. **Popham**. The distinction is basic. I am sorry if my remarks were interpreted as saying I saw the proposed legislation as promoting aptitude measurement as opposed to achievement. The whole norm-referenced measurement tradition I was trying to speak against fosters the assessment of aptitude.

The desirable thing about criterion-referenced measurement is that it attempts to delineate rather clearly given kinds of learner skills in reading and mathematical operations. Hence the focus is on achievement, not aptitude.

Mr. **Andrews**. I am trying to suggest geography. If you administer a test to given set of children reared in the same neighborhood and having essentially the same faculty up to a given point, and you use words and illustrations with which they are familiar, saying pick one of the five as being most correct, and you give among the five choices words with which they are familiar in their locale and in their sphere of knowledge, then I can see that accurate measurements of achievement can be made. But when you use those words and those five choices, whether they be animals for rural children or buildings for urban children, it seems to me that when you apply that to a nation such as ours, the references may have distortions in measuring the achievement of the children rather than the aptitude.

Dr. POPHAM. One has to be very careful about those kinds of deficiencies throughout the country. There is no question but what is being proposed here could be potentially very influential on the kinds of curriculum patterns developed in my State and your State.

It is possible, however, to devise assessment techniques which take cognizance of certain envrionmental conditions throughout the Nation. In the areas of reading and mathematics there is far more agreement than anticipated regarding the kind of things you talked about. In other fields, the difficulty of securing consensus almost prohibits the development of adequade assessment.

But in the area of reading and math, really think we can cope with the problem you are raising, but we have to be attentive to it.

Mr. ANDREWS. I am somewhat flattered that he seems to agree that I have recognized the problem. Thank you very much.

Any other questions? Mr. Quie?

Mr. QUIE. Yes. I think the concern Mr. Andrews voices here is one many people have. That is the reason why I limited this legislation to reading and mathematics. I think in math you learn to multiply seven times eight and it comes out the same in Alaska or Mississippi. In reading, it is just competency of reading and I felt you could do this in an accurate way.

It struck me that so many educators say there are many other things that are also important. recognize that and I don't want to get into testing those things that are also important. If you have a well-fed or well-rounded person who is illiterate, you have not helped them very much.

It seems to me if you learn to read it is possible then to educate yourself.

Dr. POPHAM. When I originally read your legislation. I was worried until I got to the reading and mathematics part. When you restricted it, I sighed, because had you gone further and tried to incorporate the whole subject matter arena, it could not have been worse.

Mr. QUIE. That is the danger. It is still a limited amount of money we are talking about. Even if we expanded it the way I would like to see it expanded, we ought to get to those basic problems and leave to the schools and communities all the other portions of education because I want to make certain that we let a child be educated differently in North Carolina than in Minnesota.

I think that is the strength of our system. I just want to be sure they can read and handle the numbers in both States. You said that you thought in 2 years we would get this national testing out of the way.

What about the distribution of the money in those intervening 2 years when I feel we will have to sue still the poverty method until we get it into operation? After it gets to the States, do you think we could distribute the money within the State and within the school districts based on criterion-referenced tests or assessment is probably a better way of saying it, than to continue the distribution based on poverty as we presently do?

Dr. POPHAM. This is during the intervening 2 years?

Mr. QUIE. Yes.

Dr. Popham. I doubt it, in that the distribution would depend on the availability of high quality instruments. You anticipate that will take some time and indicate the potential costs. We don't have the instruments now. To ask a State like California to ask for funds based on pupil performance, we would have to say, "based on what?" We don't have the State's approbation regarding what is really important in math or reading. I feel we will need the Federal stimulus to produce the high quality measures you anticipate.

Mr. Quie. Some States are ready to go immediately. What do you think of giving an option to the States to continue it on the poverty distribution if they don't have their testing information available? You take the case of Michigan where they are now distributing their won title III money, of saying to them we give you the option of distributing the money based on tests.

Dr. Popham. If they believe they have located or adapted a test to the point where the educators of the State are satisfied with the quality of instruments, I think that is reasonable. My guess was that these measures do not exist in quantity.

Mr. Quie. It does exist in some places. An individual from the Department of Education in Nebraska came into my office and said they have progressed in Nebraska enough to use this assessment. He said they could go with it in 6 weeks. So there are a few States that can lead the way.

Now the money is distributed to the school district and the school districts must distribute it to the target schools based on poverty. After it gets into the school they distribute it based on educational deprivation. Don't you think that every school district at least has some means of testing now so that they could distribute the money to the most needy children based on testing which would be even better than the poverty figures?

Dr. Popham. I am not optimistic. I believe many many schools still retain outdated norm-referenced instrumentation. Those are the only kinds of tests they have worked with and are the only ones they have at hand. I think that a sophisticated measurement capability does not exist in local schools. I wish it did.

Mr. Quie. So we would have to give them the opportunity of distributing funds on educational deprivation when they proved they had the capability of assessment, but let then use poverty figures in the meantime.

Dr. Popham. Yes, I am afraid so. The development of the kinds of measures associated with the types of legislation you have devised is really very exacting work. It is not the kind of thing that local teachers can do after school. You have to define the limits of behaviors carefully and then produce congruent items and assess those behaviors.

It is a hard game. That is why such measures don't exist in quantity out there now. So I think you would have to expect that we will have to wait.

Could I ask you a question, by the way?

Mr. Quie. OK.

Dr. Popham. The only thing that concerns me about the legislation is the possible negative incentives that seem to be present whereby a district is rewarded for having a large number of educationally disadvantaged youngsters. I hope that there is a way, and perhaps you have already considered this, where some districts would not be financially advantaged by retaining a crop of very low achievers. It sounds like reinforcing the wrong kind of behavior.

Mr. QUIE. I have considered that and realized that that is a weakness. What I am thinking of now is having a 3 year retention of the money. That means you will not lose it. If you bring the children up to a certain level, they might regress again if you cut the program. You need to hold them at a certain level. I think that would be helpful. Then that would have an advantage over the present system where now if there are changes in the number of poverty people, the school loses the money. If you have integration so that the child from a target school moves to a nontarget school, the money does not follow.

There are plenty of problems in the existing legislation and in order to remedy that, I think perhaps the 3-year guarantee of the continuance of the money is what is needed.

Dr. POPHAM. Even if you didn't have a remedy, I think what you are proposing is preferable. But as long as you are making a "perfect law," why not set it up properly? The districts would be advantaged in having access to these measures. They would know what they had to do to make their kids more skillful. But if it will cost the district its support money to get those kids to mastery, that is a tough decision for a superintendent to make. Superintendents are pretty practical people.

Therefore, if you could only devise a way of heading off that kind of negative motivation, I think it would be delightful.

Mr. QUIE. I considered the system used in Michigan of cutting the money if they didn't reach the goals, but I feel that would doom the legislation to failure. That is pretty dangerous for people. But it is interesting to watch Michigan do it. But I decided against that method.

Thank you.

Mr. ANDREWS. Thank you very much.

Our next witness is Mr. Joseph Dionne, general manager of the California Testing Bureau. Without objection, your prepared statement will be included in the record.

[The statement referred to follows:]

STATEMENT BY JOSEPH L. DIONNE, VICE PRESIDENT, MCGRAW-HILL BOOK CO.

I am Dr. Joseph Dionne, a Vice President of the McGraw-Hill Book Company and General Manager of CTB/McGraw-Hill, formerly known as the California Test Bureau. CTB/McGraw-Hill has been providing tests and scoring services to the educational community for forty years. (1) It is the first company to have produced a criterion-referenced test (1972), and it leads the way in developing appropriate psychometric standards for these tests and in their statewide use.

My purposes here this morning are not only to present CTB/McGray-Hill's reactions to Bill H.R. 5163, but also to define criterion-referenced tests, to demonstrate their use, and to characterize their acceptance in the nation's schools.

DEFINITION

A criterion-referenced test is based on a coherent set of specific instructional objectives that represent a defined curriculum. An objective is a statement of the behavior that a student will be able to exhibit after instruction. Criterion-referenced tests can be interpreted in terms of mastery or nonmastery of the objectives in the test. Compared with a standardized test, a criterion-referenced test is more specific as to the behavior that the student has or has not mastered. Because of its specificity, the criterion-referenced test can be said to be diagnostic, (2) which is not a purpose of a standardized test. Equally important, if a criterion-referenced test is properly constructed it will be sensitive to instruction.

ACCEPTANCE

CTB/McGraw-Hill believes that these two characteristics of criterion-referenced tests, i.e., that they are (1) diagnostic and (2) sensitive to instruction, account for their ready and widespread acceptance by the educational community. Educators everywhere want to individualize instruction, but until recently they have not been provided with the tools to permit such individualization. The criterion-referenced tests represent a technology that will facilitate individualization of instruction. As an example of such individualization, the specificity of these tests permits development of appropriate prescriptions for objectives missed.

DEMONSTRATION OF USE

If this Committee could visit classrooms in Texas; Michigan; Hillsborough County, Florida; Districts 8 and 12 in New York City; Washington, D.C.; Bakersfield, California; and hundreds of other districts across the nation that are now introducing this new technology, it would have the highly satisfying experience of witnessing teachers, students, and parents discussing appropriate next steps for *each child*. In lieu of such visits, I would like to show you how criterion-referenced tests are being used as an instructional management tool. Please turn to the left side of your folder.

(DEMONSTRATION)

The *Prescriptive Reading Inventory* that I have just demonstrated has a companion instrument in mathematics called the *Prescriptive Mathematics Inventory*. Both of these instruments were developed by analyzing existing instructional materials and culling objectives from them. These tests of objectives were then researched so that we might come up with the appropriate level of generalization of the objectives to be measured. This problem will be a major technical consideration for the Commission on Educational Disadvantage (hereinafter referred to as the "Commission"). For example, if the objective is too general, the test will not be diagnostic; if it is too specific, the administration time will be impossible to justify and the information provided will be too burdensome.

CUSTOMIZED CRITERION REFERENCED TESTS

In dealing with the question of the appropriate level of generalization, CTB/McGraw-Hill became aware of local differences in the selection of objectives. For this reason, we offer schools customized criterion-referenced tests geared to local objectives and featuring items whose content is taken from the community in which the tests are being given. If you will turn to the right side of your folder, you will see examples of items taken from customized criterion-referenced tests. The important point to be made is that schools vary as to the nature of the objectives they teach to and their placement in the curriculum hierarchy. That is, objectives in one district may be more specific than those in another district and may be taught in a different year. Thus, local determination of the testing program seems warranted.

One of the major strengths of criterion-referenced tests is that they make explicit a continuum of objectives. Accordingly, each teacher knows which objectives were taught in prior years. Her first responsibility then is to go back and overcome obstacles that may have accumulated and that may be preventing progress.

Another advantage of this continuum of objectives is that in districts with a high rate of mobility of students, each child can be assured of exposure to the curriculum in an orderly fashion. In CTB/McGraw-Hill's system, the teacher who receives a new student has an individual diagnostic matrix of the objectives that the student does not know, as well as a set of prescriptions keyed to the instructional materials she has in her classroom.

REACTIONS TO THE BILL

The criterion-referenced testing program called for in H.R. 5163 is well within the state of the art of such tests. With eighteen months in which to develop the tests, the Commission will be able to determine the appropriate level of generalization of the objectives and ensure that the items are sensitive to instruction.

A sample of 3,000 students from each State is appropriate for determining the proportions of disadvantaged within each State, providing that the objectives and items are selected for their ability to distribute the scores of the school population so that a clear cut-off point constituting disadvantaged can be determined. We envision no major obstacles to determining the number of disadvantaged in each State using this technique.

Sec. 122(a)(1)(B) discusses the requirement that each State educational agency must have "instituted or is prepared to institute a testing program in all of the local educational agencies of the State to identify children who are educationally disadvantaged." One interpretation is that a State must conduct a statewide testing program in the basic cognitive skills of reading and mathematics or reading readiness or mathematics readiness for all children aged five through seventeen at least every two years. In this way, all children of a particular age or grade in the State would be compared on the same instrument. The accuracy of the nominations for inclusion in Title I projects would be precise.

Many States currently conduct standardized achievement testing programs at different grade levels, but no State tests at all grade levels. The tests currently in use include tests of skills in areas other than reading and mathematics, and they are used in the guidance of all students, in planning the curricula for all students, and in comparing performance within the State to a national standard. Questions then arise as to: (1) how these existing programs will be integrated with the provisions of Bill H.R. 5162 and (2) whether the States will be permitted to use standardized achievement tests for the purpose of identifying disadvantaged students or be required to introduce criterion-referenced tests for this purpose.

An alternative procedure to statewide testing of every student would be to allocate Title I funds to school districts based on the performance of a sample of students from each district on a criterion-referenced test. With this procedure, the States could assure the Congress that the funds were being allocated to each district on a basis comparable to the Commission's tests. Actual nominations of individuals to be included in Title I projects would be done by the local district, which would have received approval of its testing program by the State, which in turn would use guidelines approved by the Commission.

This alternative would be more acceptable to States that are committed to local determination of the curriculum, while States wishing to continue statewide standardized achievement testing programs for accountability or other purposes would continue to do so.

USE OF CRT'S IN EVALUATION

In addition to publishing tests, CTB/McGraw-Hill conducts evaluations of Title I projects, and we believe there would be significant advantages to evaluating Title I projects with criterion-referenced measures. For example, because of the sensitivity of criterion-referenced measures to instruction, results can be expected in the near term. Also, the provision for using interim tests during the course of instruction to verify achievement offers valuable feedback to those conducting the project. If evaluation is a continuing process, changes in the ways that resources are used can be made during the course of instruction. In effect, the use of such measures permits project personnel to manage instruction.

PRIVATE SECTOR VIEW

CTB/McGraw-Hill believes that the interests of the private sector will be protected by Bill H.R. 5163, provided that Sec. 122 permits a variety of approaches to testing in the States and does not require use of a national test, which would be abhorrent to the States and would adversely affect the competitive environment that now exists in the testing industry.

In summary, CTB/McGraw-Hill supports Bill H.R. 5163 as a major improvement in educational testing and evaluation.

Enclosures.

PRESCRIPTIVE READING INVENTORY (PRI), LIST OF OBJECTIVES

The *Prescriptive Reading Inventory* is a criterion-referenced test that evaluates the mastery or non-mastery of a set of explicit objectives stated in behavioral terms. Every item in the test is directly associated with one of these objectives.

An educational objective defines an intended outcome of instruction. In behavioral terms, it describes the specific ways in which the behavior of students is expected to be changed by instruction in the classroom. It identifies the behavior act, defines the conditions under which the behavior is to occur, and often describes the standard of acceptable performance. A criterion-referenced test provides an inventory of observable student behavior.

The preparation of an inventory involves developing the objectives at a level of specificity that is diagnostically meaningful. The objectives must be relevant to the curriculum and amenable to testing. In considering the level of specificity, a distinction must be made between *process* and *terminal* objectives. A process objective describes the specific activity through which a student learns. A terminal objective describes the behavior the student will be able to display after instruction. The process objectives are the particular classroom activities that lead to mastery of the terminal objectives. A set of well-defined and comprehensive terminal objectives can define a curriculum. A criterion-referenced test is constructed from a list of terminal objectives and thus can measure the extent to which the objectives of the curriculum have been met.

Analysis of a list of objectives will show that they are ranked in a continuum ranging from simple to complex skills. After objectives are organized, some selection must be made to meet testing constraints. The selection of objectives to be measured by the test depends upon: (1) the appropriate level of specificity; (2) the position of the behavior in the skills continuum for the age or grade level to be tested; (3) the degree to which the behavior is implicit in others; (4) the constraints imposed by the test's length; and (5) the nature of the population to be tested.

The PRI is constructed upon a set of behaviorally-stated objectives most widely used in the curriculum throughout the nation for Grades 1.5–6. The list of objectives in reading was developed by a staff of reading specialists who analyzed five of the leading basal reading programs. A list of 1248 behaviors for reading and related study skills resulted from the analysis. It was reviewed and studied for viability as a description of the reading process. To avoid tests of unmanageable length for Grades 1.5–6 and provide flexibility across grades, behaviors were selected for testing that had the following qualifications:

(1) introduced in a minimum of three of the analyzed reading programs at any grade level

(2) appeared in a minimum of three programs across a pair of grades in the proposed test levels

(3) differed markedly in the processes involved but fell into the same terminal category

(4) appeared as preprimer and primer behaviors in all programs at those levels

The following types of behaviors were omitted from the PRI:

(1) not measurable in a paper-and-pencil test

(2) involved in study skills at the upper grades and can be appropriately tested with a language arts inventory

(3) subsumed by, or implicit in, another behavior

(4) considered in the realm of language arts above the decoding stage such as those grammar and punctuation skills that are not intrinsic to reading in context

Using these criteria and the results of an item tryout and validity study, 90 behaviors were selected for inclusion in the four levels of the test. Because some of these are tested in successive levels, a total of 155 measured behaviors appear in the four levels of PRI. Each of these behaviors is measured by an average of three to four test items. There are a total of 586 items in the four levels of PRI.

PRESCRIPTIVE READING INVENTORY

LIST OF OBJECTIVES

OBJECTIVE	LEVEL Red A	 Green B	 Blue C	 Orange D
Recognition of Sound and Symbol				
1. The student will distinguish between unlike vowel sounds and demonstrate recognition of like vowel sounds by matching oral words with printed words, printed words with printed words, or printed words with pictures; or will identify the variant sounds of the same vowel and discriminate among them by choosing the word with the same vowel sound as a given printed word.	X	X		
2. The student will identify the letters representing a consonant sound (single consonants, blends, and digraphs) by matching the letters with pictures containing that sound; by recognizing the letters that represent that sound in oral words; or by identifying the printed word which contains that oral sound.		X		
3. The student will demonstrate recognition of like vowel sounds and will distinguish between unlike vowel sounds by matching oral words with printed words.	X			
Phonic Analysis				
4. The student will employ consonant substitution to select the correct word to complete a sentence, when given a word with a single consonant and several words which are identical except that they begin with a consonant blend.	X			
5. The student will employ consonant substitution in choosing from specified initial or final consonants to make a new word when given a printed word.	X	X		
6. The student will employ consonant substitution to complete a sentence by identifying the correct word from among words that are identical except for the final consonant.	X			
7. The student will demonstrate recognition of syllables by identifying the number of syllables in oral or printed words.	X	X		
8. The student will demonstrate recognition of the sounds of word parts in identifying rhyming words.		X		
9. The student will identify the silent letters within words to show recognition of silent letters.		X	X	

OBJECTIVE	LEVEL Red A	 Green B	 Blue C	 Orange D
10. The student will identify silent vowels within words to show recognition of silent vowels.		X		
11. The student will identify variant vowel sounds by indicating the words that contain the same y sound.		X		
12. The student will identify variant vowel sounds by indicating the words that contain the same r-controlled vowel sound.		X		
13. The student will discriminate between variant vowel sounds — ea, oo, au, aw, ou, ow, oi, oy — in identifying a word that has the same sound as the underlined digraph or diphthong in another word.			X	X
14. The student will demonstrate recognition of the variant phonetic sounds of word parts by identifying words with the same vowel sound — aw, er, ur, ear, ow, ew, ou, ir, ough, tion (shun) — or words with the same sound as the part.		X	X	X
15. The student will blend phonetic parts to build new words by joining together the underlined parts of two words.			X	X
Structural Analysis				
16. The student will make use of inflected word forms in choosing designated forms of words (singular or plural), or in matching singular or plural words with pictures.	X			
17. The student will make use of affixes and inflected word forms in employing in sentences words to which endings (ed, s, ing) have been added, or in identifying an affix that makes sense when added to a word in a phrase or sentence.	X	X		
18. The student will identify a correct possessive form, as used in a phrase, from among the given singular, plural, singular possessive, and plural possessive forms of the same word.		X		
19. The student will demonstrate recognition of the positive, comparative, and superlative forms of adjectives in selecting the correct form (all provided) of the same adjective.	X	X		
20. The student will identify the meaning of prepositions and prepositional phrases in choosing phrases to complete sentences or in matching sentences with pictures.	X			
21. The student will make use of pronouns by choosing the correct pronoun to complete a sentence, or by substituting the correct pronoun for a noun in a sentence.	X	X		

OBJECTIVE	LEVEL			
	Red A	Green B	Blue C	Orange D
22. The student will make use of pronouns by identifying the referent of a certain pronoun or by identifying a sentence containing incorrect pronoun usage.			X	X
23. The student will make use of contractions and contracted possessives in selecting contractions for word pairs, matching contractions with them, or in supplying the contracted form of a given verb phrase.	X	X		
24. The student will demonstrate recognition of compounds by identifying compound words.	X			
25. The student will identify words that are compounds or will select a word to complete a compound.			X	
26. The student will employ the mechanics of word structure involving endings that require spelling changes by identifying the root or base word, or by identifying the word with the ending correctly added.		X		
27. The student will demonstrate tense usage in selecting the correct verb to complete a sentence in a given tense (e.g., What is happening now? What has already happened?).		X		
28. When given the forms of an irregular verb, the student will demonstrate subject-verb agreement in selecting the correct form of the verb to complete a certain sentence.	X			
29. The student will build sentences in combining subjects and predicates.	X			
30. The student will build sentences in selecting the appropriate phrase to complete an incomplete sentence.			X	
31. The student will demonstrate recognition of the kind of information in sentence parts by indicating whether certain phrases in sentences tell when, where, how, what kind, or why.			X	
32. The student will demonstrate recognition of affixes and endings by identifying prefixes and suffixes in an affixed or suffixed word.			X	
33. The student will use affixes to build words by adding the correct affix to a word so that it will complete a sentence or phrase.			X	X
34. The student will identify the relationship of roots and affixes by selecting correct definitions for certain affixed words.		X	X	X
35. The student will select the definition of the affix in an affixed word.				X

OBJECTIVE	LEVEL			
	Red A	Green B	Blue C	Orange D
36. The student will employ punctuation in identifying correct usage of commas in general punctuation, or in using commas to set off an adjectival phrase, phrases in a series, or words in a series.				X
37. The student will employ punctuation in selecting a sentence that requires an exclamation point.			X	
Translation				
38. The student will match like or unlike entities by pairing words with their definitions.	X			
39. The student will match like or unlike entities by pairing words with their synonyms.	X			
40. The student will match like or unlike entities by pairing words with their antonyms.	X			
41. The student will match like or unlike entities by pairing both negative and positive sentences with pictures.	X			
42. The student will demonstrate ability to use context to complete sentences by choosing the only appropriate word from among several unrelated in meaning.	X			
43. The student will make use of context in choosing the appropriate homonym from a pair to complete an incomplete sentence.	X			
44. The student will demonstrate recognition of sentence sense by matching questions and printed answers or by identifying nonsense sentences when presented with them.	X			
45. The student will make use of context to select from words related in meaning the word that will complete a sentence appropriately.			X	
46. The student will make use of context to select from among possible words the most suitable or precise word to complete a sentence.			X	X
47. The student will define phrases in sentence context by associating indicated phrases in sentences with given definitions.		X		
48. The student will employ context to demonstrate recognition of word meaning by identifying the correct definition of a word indicated in a sentence.		X	X	X
49. The student will define words in isolation by matching certain words with their definitions.		X	X	X

OBJECTIVE	LEVEL			
	Red A	Green B	Blue C	Orange D
50. The student will employ context to define multi-meaning words by comparing certain sentences containing such words with definitions, or by selecting a sentence from a pair of sentences containing the word to match a given definition.		X		
51. The student will demonstrate recognition of the relation of multi-meaning words to synonyms by selecting from a group of words the synonym for a multi-meaning word used in a sentence.			X	
52. The student will show recognition of synonyms by selecting the synonym for a certain word.		X	X	X
53. The student will show recognition of antonyms by selecting the antonym for a certain word.			X	X
54. The student will show recognition of homonyms by selecting the correct homonym from a pair to complete a sentence, or by identifying the correct homonym as used in a sentence.		X	X	
55. The student will demonstrate recognition of homographs and heteronyms by choosing the correct homograph from two given phonetic transcriptions (e.g., wind, wind).		X		
56. The student will demonstrate recognition of homographs and heteronyms by selecting the correct heteronym for a sentence from two that have been divided and accented (e.g., des´ ert, de sert´).				X
Literal Comprehension				
57. The student will demonstrate recall of sequence of events in written material by indicating the specific part of a story in which an event or action occurred (e.g., "first part" or "last part"); by indicating when an event happened in relation to other events; or by selecting the correct arrangement of a series of events.	X	X	X	X
58. The student will demonstrate recognition of setting in reading matter by identifying the setting of a paragraph, a story, or a part of a story; or by answering questions about the effect of the setting in a story.	X	X	X	X
59. The student will demonstrate recall of story detail by selecting from among possible facts – actions, places, names, descriptive words – the one that occurred in the story, or by completing sentences that list part of the detail.	X	X	X	X
60. The student will recall story details in naming the story or story part in which certain events occurred.			X	

OBJECTIVE	LEVEL Red A	 Green B	 Blue C	 Orange D
61. The student will recall story details in identifying true statements about the story.			X	
Interpretive Comprehension				
62. The student will demonstrate recognition of cause and effect by identifying the cause of a given effect in a story, by matching groups of causes and effects, or by identifying the effect of a given action.	X	X	X	X
63. The student will demonstrate perception of inference by identifying the correct inference that can be drawn from reading material or by answering questions about the material that require inferences to be drawn.	X	X	X	X
64. The student will demonstrate the ability to form conclusions from reading material by identifying or supplying the logical conclusion or choosing the best of several conclusions, or by answering questions that require conclusions to be drawn.	X	X	X	X
65. The student will identify the clues in reading material that lead to a conclusion.				X
66. The student will draw inferences in anticipating or predicting future action or events based upon the content of reading material.		X	X	X
67. The student will demonstrate recognition of the main idea of a passage or story by selecting the most appropriate title; by choosing the word, phrase, or sentence that tells the main idea; or by identifying the theme, moral (lesson), or best summary statement for a given selection.	X	X	X	X
68. The student will employ character analysis in identifying or describing the feelings of a character at a particular time or throughout a story.	X	X		
69. The student will employ character analysis in indicating or describing the reason for, or justification of, a story character's action.	X	X		
70. The student will demonstrate the ability to describe and analyze characters by selecting or identifying character names, manner of speech, specific descriptive words, or descriptive sentences, or by answering questions about or choosing descriptions of character traits and attitudes.		X	X	X
71. The student will demonstrate the ability to recognize and define descriptive words and phrases by identifying descriptive words and phrases from among given ones or by choosing the most appropriate descriptive word for a person or thing.			X	

OBJECTIVE	LEVEL Red A	 Green B	 Blue C	 Orange D
72. The student will demonstrate perception of sensory imagery by choosing the most intense or appropriate imagery for a given sense; by indicating the sense to which certain sensory images appeal; or by selecting the example of sensory imagery that answers a given question or completes a given sentence.	X	X	X	
73. The student will recognize and employ idioms and figurative language as elements of style by selecting or supplying parallel figures, appropriate sentence completions, or literal definitions.			X	X
74. The student will recognize the purpose of figurative language by defining examples, distinguishing between literal and figurative use of words, supplying examples, or identifying its purpose.		X		
75. The student will demonstrate the ability to recognize and define similes by locating a simile in reading material and choosing its meaning or identifying its referent; by choosing the sentence containing a simile; by choosing a simile to define a phrase; or by identifying a simile.			X	X
76. The student will demonstrate the ability to recognize and define metaphors by selecting the definition of a metaphor; by completing a certain sentence with a metaphor; or by identifying a metaphor.			X	X
77. The student will show perception of mood by identifying the story elements that set the mood; by identifying in a story the point at which there is a mood change; or by choosing the mood that describes a story or a part of the story.		X	X	X
78. The student will demonstrate recognition of the period or time plan of reading material by using whatever facts or clues are given to determine the period or time span of the material, part of the material, or a specified event.		X	X	X
Critical Comprehension				
79. When given a problem, the student will demonstrate the ability to make judgments by selecting the best solution from those given.	X			
80. The student will demonstrate recognition of the literary form of the fable by identifying, describing, or making use of it.			X	
81. The student will demonstrate recognition of the literary form of the satire by identifying or describing it, identifying the techniques involved and their effect, or by differentiating it from similar forms.				X

OBJECTIVE	LEVEL Red A	 Green B	 Blue C	 Orange D
82. The student will demonstrate recognition of the literary form of the myth by identifying or describing it, matching it with a literal explanation or the events it explains, differentiating between myth and reality, or differentiating it from similar forms.				X
83. The student will distinguish between fantasy and reality by identifying real and make-believe sentences in a group of sentences, or by identifying real and make-believe elements in a given story.	X	X	X	X
84. The student will distinguish between fantasy and reality in written material by identifying elements in a story that could or could not be true.			X	
85. The student will distinguish between fact and opinion by identifying or defining elements in reading material that are fact or opinion.				X
86. The student will demonstrate recognition of propaganda techniques by identifying an author's attempt to sway the reader to a particular point of view.				X
87. The student will demonstrate recognition of techniques used to create effects with irony or fanciful language by identifying or defining the technique, or its purposes and uses.				X
88. The student will demonstrate recognition of techniques used to create effect by identifying altered syntax or by choosing a response to a question about altered syntax.				X
89. The student will demonstrate recognition of author purpose by identifying the purpose of a given selection (e.g., to entertain, to inform), or by identifying the techniques used by the author to attain his purpose.			X	X
90. The student will demonstrate recognition of symbolism by identifying symbols; by selecting the meaning of given symbols; or by selecting the best symbol for a certain concept, trait, etc.				X

PRESCRIPTIVE READING INVENTORY

The *Prescriptive Reading Inventory* (PRI) is a criterion-referenced test designed to meet the current demand for evaluation information that is directly supportive of reading instruction.

It is a group administered, untimed test that **diagnoses** specific deficiencies in the attainment of reading objectives generally taught in the elementary school and provides precise **prescriptive** information. Four test levels span the grade range 1.5-6. Student test booklets are not identified by level.

Since PRI is a criterion-referenced test, it reports a student's performance solely in terms of objectives mastered or not mastered. The objectives upon which PRI is based are those most generally taught in today's schools. Prescriptions are available for use with the most widely-used reading programs. Additional programs and materials will be keyed to PRI as required.

REPORTING INFORMATION

Test results are reported in ways that facilitate whole class, small group, and individualized instruction. The teacher is provided with information that permits selection of the teaching strategies most appropriate for the class, sub-group, and individual student.

An Individual Diagnostic Map for each student shows whether specific objectives have or have not been mastered. An Individual Study Guide refers the teacher and the student to those pages on which the objectives not mastered are best taught in the reading series being used. These prescriptions include references to the text level in general use by the class as well as other appropriate levels within the series. Thus students need not be "locked in" to a book which is either too difficult or unchallenging.

The Class Diagnostic Map shows the level of mastery of each objective for the class as a whole. This report can also be provided by entire grade and level for a building, district, and/or state if desired. This information is useful in determining the effectiveness of reading programs in terms of mastery of clearly stated objectives.

A Class Grouping Report permits small instructional groups to be formed upon the basis of identified common deficiencies.

A Program Reference Guide has been developed for each textbook series keyed to PRI. It lists the pages in the textbooks, teacher's editions, and workbooks where each objective measured by PRI is taught. Thus the teacher can utilize the level of text most appropriate to the needs of the individual student, and the use of a variety of materials is facilitated.

An Interpretive Handbook lists the objectives measured by PRI and gives suggestions for classroom activities keyed to these objectives.

Items used to determine a student's mastery of specific reading objectives were subjected to nationwide tryouts to determine validity and sensitivity to instruction. Complete appropriate technical data will be available from these studies.

The *Prescriptive Reading Inventory* represents a major breakthrough in the provision of information through evaluation for the improvement of reading instruction.

Sample Objective

III. Phonic Analysis

When given familiar printed words, the student can demonstrate knowledge of consonant substitution by choosing from specified initial or final consonants to make new words. (Consonant Substitution)

Sample suggested classroom activities from Interpretive Handbook

2. Consonant Substitution

- **a.** Individual children spin wheels to choose consonants to substitute for specific phonetic parts.
- **b.** Divide a group of children in half. Let one make cards beginning with initial consonants or consonant blends, and the other half make cards with corresponding ending word parts from a list which has been given to them. Give an oral word and have the children with the appropriate cards come to the front of the room and form the word.

Sample Items

Find the questions by the cats. Look at the first cat. Read the word beside the cat. Now cross out the first letter in the word. Look at the letters across from the word. One of them can take the place of the letter you crossed out and make a new word. Fill in the circle by that letter.

1. now | ○ f ○ h ○ g

2. go | ○ w ○ c ○ s

Find the first rabbit. Read the word beside the rabbit. Now cross out the last letter in the word. Look at the letters across from the word. One of them can take the place of the letter you crossed out and make a new word. Fill in the circle by that letter.

1. sad | ○ t ○ l ○ s

2. then | ○ d ○ w ○ m

IV. Structural Analysis

The student can demonstrate knowledge of affixes and root words by choosing the correct definition for certain affixed words. (Affixes and Root Words)

Sample Items

Find the rabbit at the top of the page. Read the underlined word beside the rabbit. Now look at the answers. One of the answers tells what the underlined word means. Mark the answer

1. replay
- ○ play once
- ○ answer
- ○ not play
- ○ play again

3. wooden
- ○ made of wood
- ○ one who would
- ○ full of wood
- ○ not woody

7. spoonful
- ○ full of spoons
- ○ spoon is full
- ○ wants a spoon
- ○ made of spoons

Sample suggested classroom activity from Interpretive Handbook

18. Affixes and Root Words

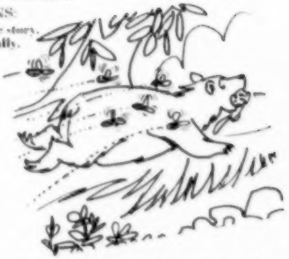
a. Place sentences and/or phrases on a board with spaces provided for an affixed word. Give each student a card with either a root word or an affix (based on root words and affixes necessary to fill spaces provided). Have student match root words to sentences. Student holding the root word card will indicate which affixes will make a word to fit the sentence, the student holding the affix card will indicate correctness of response.

VII. Interpretive Comprehension

The student will be able to draw inferences from story material by choosing responses to answer questions or to complete sentences. (Inferences)

Sample Items

DIRECTIONS:
Read all of the story.
Read it carefully.



Then Nubber ran as he had never run before. He tore through bushes. He bumped into trees.

He did not stop to catch his breath until he was clear of the bees. Looking at his hand, he said, "The honey is worth the pain and bother. It will surely please Mother and Father. But after all with such a mess of it, who'd notice a little bit more or less of it?" And he took a nibble.

[illegible]

DIRECTIONS: **Now read each question about the story. There is only one answer. Mark the answer to each question. Look at the story again if you want to.**

1. Where did Nubber run?

- A through the forest
- B into his house
- C in a field
- D toward the bees

DIRECTIONS: **After you have read this passage, answer each of the following questions by marking the correct answer.**

When I slam out of our house mad, I go along over to my Aunt Kate's. She's not really my aunt. The kids around here call her Crazy Kate the Cat Woman because she walks along the street in funny old clothes and sneakers talking to herself, and she sometimes has half a dozen or more stray cats living with her. I guess she does sound a little looney, but it's just because she does things her own way, and she doesn't give a hoot what people think. She's sane, all right. In fact, she makes a lot better sense than my pop.

Excerpt from It's Like This, Cat by Emily Neville. Copyright © 1963 by Emily Neville. Reprinted with permission of Harper & Row, Publishers.

1. The description of Kate suggests that she

   A has a lot of money
   B has a mind of her own
   C goes to church regularly
   D has many friends
   E takes pride in how she looks

Sample suggested classroom activity from Interpretive Handbook

28. Inferences

Use a record player or tape recorder with a pre-recorded story. Have students listen to the entire story. After the completion of the story, give the students ditto sheets with questions that require the drawing of inferences.

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NAME ▸	GILDART NANCY	STATE ▸	CA	GRADE ▸	5
SCHOOL ▸	WATSON	TEACHER ▸	RUSSO		
CITY ▸	ANY TOWN	DATE OF TESTING ▸	09/72		

PRESCRIPTIVE READING INVENTORY
INDIVIDUAL DIAGNOSTIC MAP
ORANGE BOOK

+ INDICATES OBJECTIVE MASTERED
– INDICATES OBJECTIVE NOT MASTERED
R INDICATES REVIEW NEEDED – see Program Reference Guide

PHONIC ANALYSIS

-	13. Variant Vowel Sounds: Digraph, Diphthong
+	14. Phonetic Parts: Variant Sounds
+	15. Phonetic Parts: Blending

STRUCTURAL ANALYSIS

+	22. Pronouns: Referent
-	33. Affixes: Building Words
-	34. Defining Affixed Words
-	35. Defining Affixes
+	36. Punctuation: Commas

TRANSLATION

R	46. Most Precise Word in Context
-	48. Word Definition in Context
-	49. Word Definition in Isolation
-	52. Synonyms: Selection
-	53. Antonyms: Selection
-	56. Heteronyms: Selection

LITERAL COMPREHENSION

+	57. Event Sequence
-	58. Story Setting
-	59. Story Detail: Recall of Descriptive Words

INTERPRETIVE COMPREHENSION

+	62. Cause or Effect
-	63. Inference
-	64. Conclusion: Formation
-	65. Conclusion: Factor Identification
+	66. Predicting Future Action
-	67. Main Idea: Summary, Title or Theme
-	70. Character Analysis: Descriptive Words, Traits, Attitudes
-	73. Idioms or Figures of Speech
-	75. Simile
+	76. Metaphor
+	77. Mood
-	78. Time Span and Period

CRITICAL COMPREHENSION

+	81. Literary Forms: Satire
+	82. Literary Forms: Myth
-	83. Reality and Fantasy
-	85. Fact and Opinion
+	86. Author Technique: Persuasion
R	87. Author Technique: Irony, Fanciful Language
-	88. Author Technique: Altered Syntax
-	89. Author Purpose
-	90. Symbolism

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TEACHER   RUSSO       GRADE             5
SCHOOL    WATSON      PROCESS NUMBER    1874        P R E S C R I P T I V E   R E A D I N G   I N V E N T O R Y
CITY      ANY TOWN    DATE OF TESTING   09/72
STATE     CA          RUN DATE          09/15/72              I N D I V I D U A L   S T U D Y   G U I D E

NAME      GILDART NANCY                                                  O R A N G E   B O O K

-----------------------------------------------------------------------------------------------------------------
                          TEXTBOOK - ROADS TO EVERYWHERE              4R
                                     GINN AND CO (GINN 100)           1966
-----------------------------------------------------------------------------------------------------------------
           O B J E C T I V E                  STUDENT EDITION *   TEACHER EDITION          WORKBOOK
                                                 REFERENCE           REFERENCE             REFERENCE
-----------------------------------------------------------------------------------------------------------------
PHONIC ANALYSIS                                I                  I                      I
   13 VARIANT VOWEL SOUNDS-DIGRAPH,DIPHTHONG   I                  I  111-112G,212G       I  15,94,118
STRUCTURAL ANALYSIS                            I                  I                      I
   33 AFFIXES-BUILDING WORDS                   I                  I  290-291W            I  29,53,122
   34 DEFINING AFFIXED WORDS                   I                  I                      I  25
   35 DEFINING AFFIXES                         I                  I  175G,261G           I
TRANSLATION                                    I                  I                      I
   48 WORD DEFINITION IN CONTEXT               I                  I                      I  103
   49 WORD DEFINITION IN ISOLATION             I                  I  174G,192,480W       I  29,83,92-93,113,125
   52 SYNONYMS-SELECTION                       I                  I  338W                I  29,116
   53 ANTONYMS-SELECTION                       I                  I  183W,338W           I  27,29,116
   56 HETERONYMS-SELECTION                     I                  I                      I  111
LITERAL COMPREHENSION                          I                  I                      I
   58 STORY SETTING                            I  22-32,172-225   I  90G,229,482         I
   59 STORY DETAIL-RECALL OR DESCR. WORDS      I  8-72,10-21      I  79,129W,188W        I  16,28,45,58,90,98,121
INTERPRETIVE COMPREHENSION                     I                  I                      I
   63 INFERENCE                                I                  I  162G,163G           I
   64 CONCLUSION-FORMATION                     I                  I  163G,229G           I  16,19,28,45,58,90,98,121
   65 CONCLUSION-FACTOR IDENTIFICATION         I                  I  162G,407G           I
   67 MAIN IDEA-SUMMARY,TITLE,OR THEME         I                  I  119W,186G,485G      I  2,8,10,16,20,45,58,90,121
   70 CHARACTER ANALYSIS-DESCR. WORDS,TRAITS   I                  I  77G,78G,90G         I  19
   73 IDIOMS OR FIGURES OF SPEECH              I                  I  99G,281G,320G       I  9,103
   75 SIMILE                                   I                  I  281G,468G,472G      I
   78 TIME SPAN AND PERIOD                     I                  I  208G,417G           I
CRITICAL COMPREHENSION                         I                  I                      I
   83 REALITY AND FANTASY                      I                  I  210G                I
   85 FACT AND OPINION                         I                  I  337W                I
   88 AUTHOR TECHNIQUE-ALTERED SYNTAX          I                  I                      I
   89 AUTHOR PURPOSE                           I                  I                      I
   90 SYMBOLISM                                I                  I                      I
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(continued)

TEXTBOOK - TRAILS TO TREASURE
GINN AND CO (GINN 100) 5R
1966

O B J E C T I V E	STUDENT EDITION * REFERENCE	TEACHER EDITION REFERENCE	WORKBOOK REFERENCE
PHONIC ANALYSIS			
13 VARIANT VOWEL SOUNDS-DIGRAPH,DIPHTHONG		143G,242W,273G	18,23,53
STRUCTURAL ANALYSIS			
33 AFFIXES-BUILDING WORDS			17,19,28,61,81,124
34 DEFINING AFFIXED WORDS			
35 DEFINING AFFIXES		155G,267G,293G	
TRANSLATION			
48 WORD DEFINITION IN CONTEXT		112W	77,114
49 WORD DEFINITION IN ISOLATION			2-3,8,28,43,49,56-57,73,87,103
52 SYNONYMS-SELECTION		181W,353W,450W	76,117
53 ANTONYMS-SELECTION		143W,180-181W	
56 HETERONYMS-SELECTION			111
LITERAL COMPREHENSION			
58 STORY SETTING		77G,270G,289G	88,121
59 STORY DETAIL-RECALL OR DESCR. WORDS		126W	30-31,75
INTERPRETIVE COMPREHENSION			
63 INFERENCE		**79G,80G,109G**	
64 CONCLUSION-FORMATION		79G,127G,496G	20-21,62
65 CONCLUSION-FACTOR IDENTIFICATION		109G,229G,246W	19,43
67 MAIN IDEA-SUMMARY,TITLE,OR THEME		171G,501G	15,20,74,78
70 CHARACTER ANALYSIS-DESCR. WORDS,TRAITS		80G,93G,101G	41,80,110
73 IDIOMS OR FIGURES OF SPEECH		231W	9,103,105
75 SIMILE		121G	
78 TIME SPAN AND PERIOD		212G,336G	
CRITICAL COMPREHENSION			
83 REALITY AND FANTASY	97-105,382-393	159,428G	
85 FACT AND OPINION			
88 AUTHOR TECHNIQUE-ALTERED SYNTAX			
89 AUTHOR PURPOSE			
90 SYMBOLISM			

(continued)

TEXTBOOK - WINGS TO ADVENTURE
GINN AND CO (GINN 100)
6R
1966

OBJECTIVE	STUDENT EDITION * REFERENCE	TEACHER EDITION REFERENCE	WORKBOOK REFERENCE
PHONIC ANALYSIS			
13 VARIANT VOWEL SOUNDS-DIGRAPH,DIPHTHONG		109G,110G,200W	24
STRUCTURAL ANALYSIS			
33 AFFIXES-BUILDING WORDS		318W,470-471W	62
34 DEFINING AFFIXED WORDS		218W,288W	
35 DEFINING AFFIXES		120G,302G,458G	
TRANSLATION			
48 WORD DEFINITION IN CONTEXT			121,123,125
49 WORD DEFINITION IN ISOLATION		106W,216-217W	3,11,16,33,76,101,118
52 SYNONYMS-SELECTION		483W	91,124
53 ANTONYMS-SELECTION		157W,338W,482W	
56 HETERONYMS-SELECTION		405G,435W	
LITERAL COMPREHENSION			
58 STORY SETTING	10-22,23-35	80-81G,90G,297G	102-103
59 STORY DETAIL-RECALL OR DESCR. WORDS		469W	
INTERPRETIVE COMPREHENSION			
63 INFERENCE		90G,103G,148G	
64 CONCLUSION-FORMATION		115G,288,469W	59,93
65 CONCLUSION-FACTOR IDENTIFICATION		92W,248G,367W	
67 MAIN IDEA-SUMMARY,TITLE,OR THEME		116G,156G,286G	43,92,97,119
70 CHARACTER ANALYSIS-DESCR. WORDS,TRAITS		80G,156G,167G	22,57
73 IDIOMS OR FIGURES OF SPEECH			18
75 SIMILE		417G	
78 TIME SPAN AND PERIOD		196G	
CRITICAL COMPREHENSION			
83 REALITY AND FANTASY	114-127	175G,182W	
85 FACT AND OPINION			
88 AUTHOR TECHNIQUE-ALTERED SYNTAX			
89 AUTHOR PURPOSE		235G,247G,382G	
90 SYMBOLISM			

* - REFERENCES IN THE STUDENT EDITION COLUMN ARE PROVIDED FOR ACTIVITIES THAT ARE INDEPENDENT OF THE TEACHER'S EDITION OR REFER TO SPECIFIC TERMS OR SENTENCES ON THE PAGE.

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W = WORKSHEET FOR TEACHER'S USE
P - PHONICS WORKBOOK IF OFFERED

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TEACHER   RUSSO       GRADE            5
SCHOOL    WATSON      PROCESS NUMBER   1874         P R E S C R I P T I V E   R E A D I N G   I N V E N T O R Y
CITY      ANY TOWN    DATE OF TESTING  09/72
STATE     CA          RUN DATE         09/15/72                 C L A S S   G R O U P I N G   R E P O R T

                                                                          O R A N G E   B O O K
-------------------------------------------------------------------------------------------------------------------
       NAMES         I  PHONIC   I   STRUC   I  TRANS-  I  LITERAL  I  INTERP  I  INTERP  I  CRITICAL
                     I ANALYSIS  I ANALYSIS  I  LATION  I   COMP    I  COMP I  I  COMP II I    COMP
-------------------------------------------------------------------------------------------------------------------
                     I           I           I          I           I          I          I
ANDERSON STUART      I     *     I     *     I          I           I          I     *    I     *
                     I           I           I          I           I          I          I
BARNES CARLOTTA      I     *     I     *     I          I           I     *    I          I
                     I           I           I          I           I          I          I
GILDART NANCY        I           I     *     I     *    I     *     I     *    I     *    I
--------------------------------------------------------------------------------------------------------------------
                     I           I           I          I           I          I          I
JOHNSON GERALD       I           I     *     I     *    I     *     I          I     *    I
                     I           I           I          I           I          I          I
NORTON SUZANNE       I     *     I     *     I          I     *     I          I     *    I     *
                     I           I           I          I           I          I          I
RAMIREZ TONY         I     *     I     *     I          I           I     *    I     *    I     *
--------------------------------------------------------------------------------------------------------------------
                     I           I           I          I           I          I          I
THOMAS MARVIN        I           I     *     I     *    I           I          I          I
                     I           I           I          I           I          I          I
WASHINGTON ANNIL     I           I     *     I     *    I     *     I          I     *    I
                     I           I           I          I           I          I          I
TOTAL IN GROUP       I     4     I     8     I     4    I     4     I     3    I     6    I     3
--------------------------------------------------------------------------------------------------------------------

                                          NO. STUDENTS
                                          FOR BEHAVIOR                                                NO. STUDENTS
                                                                                                      FOR BEHAVIOR
--------------------------------------------------------------------------------------------------------------------
PHONIC ANALYSIS
  13 VARIANT VOWEL SOUNDS-DIGRAPH,DIPHTHONG......2        INTERPRETIVE COMPREHENSION I
  14 PHONETIC PARTS-VARIANT SOUNDS...............4          62 CAUSE OR EFFECT.....................................1
  15 PHONETIC PARTS-BLENDING.....................2          63 INFERENCE...........................................1
STRUCTURAL ANALYSIS                                         64 CONCLUSION-FORMATION................................2
  22 PRONOUNS-REFERENT...........................4          65 CONCLUSION-FACTOR IDENTIFICATION....................3
  33 AFFIXES-BUILDING WORDS......................4          66 PREDICTING FUTURE ACTION............................2
  34 DEFINING AFFIXED WORDS......................5          67 MAIN IDEA-SUMMARY,TITLE,OR THEME....................3
  35 DEFINING AFFIXES............................6          70 CHARACTER ANALYSIS-DESCR. WORDS,TRAITS..............3
  36 PUNCTUATION-COMMA...........................5        INTERPRETIVE COMPREHENSION II
TRANSLATION                                                 73 IDIOMS OR FIGURES OF SPEECH.........................4
  48 WORD DEFINITION IN CONTEXT..................4          75 SIMILE..............................................4
  49 WORD DEFINITION IN ISOLATION................2          76 METAPHOR............................................3
  52 SYNONYMS-SELECTION..........................4          77 MOOD................................................4
  53 ANTONYMS-SELECTION..........................3          78 TIME SPAN AND PERIOD................................4
  56 HETERONYMS-SELECTION........................4        CRITICAL COMPREHENSION
LITERAL COMPREHENSION                                       81 LITERARY FORMS-SATIRE...............................3
  57 EVENT SEQUENCE..............................2          82 LITERARY FORMS-MYTH.................................2
  58 STORY SETTING...............................4          83 REALITY AND FANTASY.................................1
  59 STORY DETAIL-RECALL OR DESCR. WORDS.........3          85 FACT AND OPINION....................................2
                                                            86 AUTHOR TECHNIQUE-PERSUASION.........................3
                                                            87 AUTHOR TECH.-IRONY,FANCIFUL LANGUAGE................3
                                                            88 AUTHOR TECHNIQUE-ALTERED SYNTAX.....................1
                                                            90 SYMBOLISM...........................................2
```

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TEACHER RUSSO
SCHOOL WATSON
CITY ANY TOWN
STATE CA

GRADE 5
PROCESS NUMBER 1874
DATE OF TESTING 09/72
RUN DATE 09/15/72

PRESCRIPTIVE READING INVENTORY

CLASS GROUPING REPORT

ORANGE BOOK

NAMES	PHONIC ANALYSIS	STRUC ANALYSIS	TRANS-LATION	LITERAL COMP	**INTERP COMP I**	INTERP COMP II	CRITICAL COMP
ANDERSON STUART	*	*				*	*
BARNES CARLOTTA	*	*			*		
GILDART NANCY		*	*	*	*	*	
JOHNSON GERALD		*	*	*		*	
NORTON SUZANNE	*	*		*		*	*
RAMIREZ TONY	*	*			*	*	*
THOMAS MARVIN		*	*				
WASHINGTON ANNIE		*	*	*		*	
TOTAL IN GROUP	4	8	4	4	3	6	3

	NO. STUDENTS FOR BEHAVIOR
PHONIC ANALYSIS	
13 VARIANT VOWEL SOUNDS-DIGRAPH,DIPHTHONG	2
14 PHONETIC PARTS-VARIANT SOUNDS	4
15 PHONETIC PARTS-BLENDING	2
STRUCTURAL ANALYSIS	
22 PRONOUNS-REFERENT	4
33 AFFIXES-BUILDING WORDS	4
34 DEFINING AFFIXED WORDS	5
35 DEFINING AFFIXES	6
36 PUNCTUATION-COMMA	5
TRANSLATION	
48 WORD DEFINITION IN CONTEXT	4
49 WORD DEFINITION IN ISOLATION	2
52 SYNONYMS-SELECTION	4
53 ANTONYMS-SELECTION	3
56 HETERONYMS-SELECTION	4
LITERAL COMPREHENSION	
57 EVENT SEQUENCE	2
58 STORY SETTING	4
59 STORY DETAIL-RECALL OR DESCR. WORDS	3

	NO. STUDENTS FOR BEHAVIOR
INTERPRETIVE COMPREHENSION I	
62 CAUSE OR EFFECT	1
63 INFERENCE	1
64 CONCLUSION-FORMATION	2
65 CONCLUSION-FACTOR IDENTIFICATION	3
66 PREDICTING FUTURE ACTION	2
67 MAIN IDEA-SUMMARY,TITLE,OR THEME	3
70 CHARACTER ANALYSIS-DESCR. WORDS,TRAITS	3
INTERPRETIVE COMPREHENSION II	
73 IDIOMS OR FIGURES OF SPEECH	4
75 SIMILE	4
76 METAPHOR	3
77 MOOD	4
78 TIME SPAN AND PERIOD	4
CRITICAL COMPREHENSION	
81 LITERARY FORMS-SATIRE	3
82 LITERARY FORMS-MYTH	3
83 REALITY AND FANTASY	1
85 FACT AND OPINION	2
86 AUTHOR TECHNIQUE-PERSUASION	3
87 AUTHOR TECH.-IRONY,FANCIFUL LANGUAGE	3
88 AUTHOR TECHNIQUE-ALTERED SYNTAX	1
90 SYMBOLISM	2

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NAME ▶
SCHOOL ▶ WATSON
CITY ▶ ANY TOWN
STATE ▶ CA
TEACHER ▶ RUSSO
DATE OF TESTING ▶ 09/72
GRADE ▶ 5

PRESCRIPTIVE READING INVENTORY
CLASS DIAGNOSTIC MAP
ORANGE BOOK

PHONIC ANALYSIS	
13. Variant Vowel Sounds: Digraph, Diphthong	46
14. Phonetic Parts: Variant Sounds	59
15. Phonetic Parts: Blending	52
STRUCTURAL ANALYSIS	
22. Pronouns: Referent	71
33. Affixes: Building Words	64
34. Defining Affixed Words	70
35. Defining Affixes	62
36. Punctuation: Commas	30
TRANSLATION	
46. Most Precise Word in Context	60
48. Word Definition in Context	40
49. Word Definition in Isolation	55
52. Synonyms: Selection	80
53. Antonyms: Selection	75
56. Heteronyms: Selection	85
LITERAL COMPREHENSION	
57. Event Sequence	50
58. Story Setting	45
59. Story Detail: Recall or Descriptive Words	39

INTERPRETIVE COMPREHENSION	
62. Cause or Effect	30
63. Inference	26
64. Conclusion: Formation	39
65. Conclusion: Factor Identification	15
66. Predicting Future Action	40
67. Main Idea: Summary, Title or Theme	48
70. Character Analysis: Descriptive Words, Traits Attitudes	52
73. Idioms or Figures of Speech	40
75. Simile	71
76. Metaphor	36
77. Mood	48
78. Time Span and Period	52
CRITICAL COMPREHENSION	
81. Literary Forms: Satire	14
82. Literary Forms: Myth	12
83. Reality and Fantasy	71
85. Fact and Opinion	65
86. Author Technique: Persuasion	70
87. Author Technique: Irony, Fanciful Language	11
88. Author Technique: Altered Syntax	17
89. Author Purpose	60
90. Symbolism	10

NAME ▶ ANY COUNTY STATE ▶ CA GRADE ▶ 5
SCHOOL ▶ TEACHER ▶
CITY ▶ ANY TOWN DATE OF TESTING ▶ 09/72

PRESCRIPTIVE READING INVENTORY
DISTRICT DIAGNOSTIC MAP
ORANGE BOOK

PHONIC ANALYSIS	
13. Variant Vowel Sounds: Digraph, Diphthong	50
14. Phonetic Parts: Variant Sounds	54
15. Phonetic Parts: Blending	49
STRUCTURAL ANALYSIS	
22. Pronouns: Referent	72
33. Affixes: Building Words	60
34. Defining Affixed Words	67
35. Defining Affixes	65
36. Punctuation: Commas	33
TRANSLATION	
46. Most Precise Word in Context	65
48. Word Definition in Context	43
49. Word Definition in Isolation	58
52. Synonyms: Selection	75
53. Antonyms: Selection	71
56. Heteronyms: Selection	81
LITERAL COMPREHENSION	
57. Event Sequence	52
58. Story Setting	47
59. Story Detail: Recall or Descriptive Words	41

INTERPRETIVE COMPREHENSION	
62. Cause or Effect	32
63. Inference	28
64. Conclusion: Formation	41
65. Conclusion: Factor Identification	17
66. Predicting Future Action	37
67. Main Idea: Summary, Title or Theme	45
70. Character Analysis: Descriptive Words, Traits, Attitudes	53
73. Idioms or Figures of Speech	42
75. Simile	69
76. Metaphor	38
77. Mood	49
78. Time Span and Period	51
CRITICAL COMPREHENSION	
81. Literary Forms: Satire	16
82. Literary Forms: Myth	10
83. Reality and Fantasy	67
85. Fact and Opinion	62
86. Author Technique: Persuasion	71
87. Author Technique: Irony, Fanciful Language	12
88. Author Technique: Altered Syntax	16
89. Author Purpose	63
90. Symbolism	11

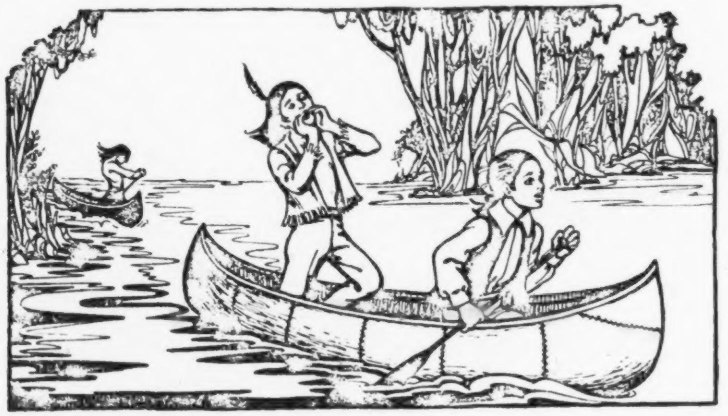
DIRECTIONS: Read all of the story. Read it carefully.

Faster and faster flew the canoes. Has-se and René knew it was a race for life or death. The two boys had the lighter and faster canoe, but Cat-sha's strong arms made up the difference. For a time the boys held their own. Then Cat-sha's power began to tell. Slowly the big canoe gained. Foot by foot it came closer and closer. Now the boys began to pant. Sweat rolled down their faces.

Suddenly Has-se stopped a moment. Putting his hand to his mouth, he gave a long shrill cry. It was the war cry of Micco's people. It rang loud and clear through the still swamp.

He took a quick backward look. The other canoe was almost upon them. Then, close by, there came an answer to Has-se's call. The war cry of Micco's people rang out again. Micco's warriors had heard and were coming!

Cat-sha knew then it was too late. Snarling, he picked up his bow and fitted an arrow to it. Kneeling in the canoe he took careful aim. The arrow whizzed so close to Has-se's head that it cut the red feather from his hair. It passed on and buried itself in René's shoulder. At that moment a great war canoe came into sight. Micco's warriors gave a shout as they saw the two canoes. The two tired and hunted boys dropped their paddles. They were safe!



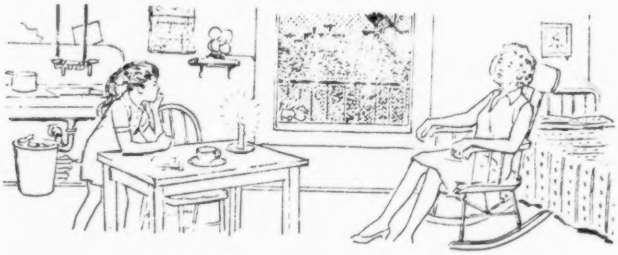
From *The Flamingo Feather* by Kirk Munroe. Adapted by William Kottmeyer. Copyright 1949 by McGraw-Hill, Inc. Reprinted by permission of McGraw-Hill Book Company.

DIRECTIONS: Now do Item 1. There is only one answer to this item. Look at the story again if you want to. Circle the letter in front of the answer you choose.

ITEM 1. According to the story, which of these sentences must be true?

F Rene is killed by Cat-sha's arrow.
G Cat-sha is one of Micco's warriors.
H Micco's warriors are friends of Has-se.
J Cat-sha would not have been able to catch up with the two boys.
K Has-se and Rene beat Cat-sha in the canoe race.

The correct answer is (H).



PART 1 Maria was helping her mama fix supper Suddenly the light went out. "Oh no!" she said. "It must be the light bulb. I will get a new one."

She put in a new bulb but the light still didn't work. Then she tried the other lights. None of them would work. Even the fan had stopped running.

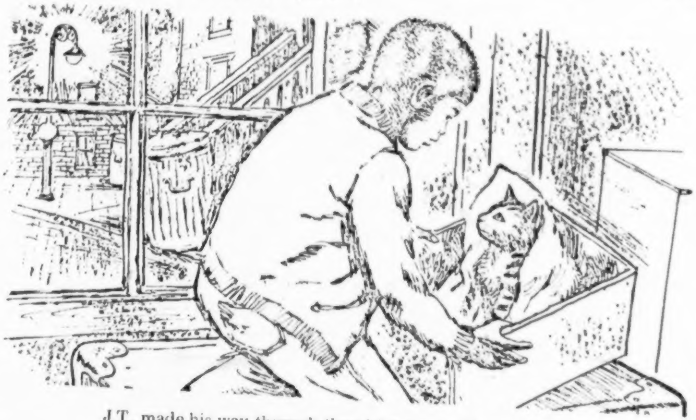
PART 2 The twins were yelling for supper and Miguel, the youngest boy, had started to cry. "What happened?" asked Miguel. "I'm scared."

"I don't know," said Maria. She looked out the window — all the houses around were dark. There were no lights on anywhere.

"Maybe it's a blackout," said Mama. "It's nothing to be afraid of. The men will get the lights fixed soon."

Just then Carlos, their older brother, came home with some candles. Now they would have some light.

DIRECTIONS: Read all parts of the story. Then choose the best answer for each item and mark your answer sheet. You may reread the story if you wish.



PART 1

J.T. made his way through the night streets. He was a little scared of his neighborhood at night. He didn't like to admit it, but he was. There were two men on the corner drinking from something wrapped in a paper bag. They had lit a fire in a trash can to keep warm. J.T. thought they looked lonely, too.

PART 2

When he reached the house, he walked in as silently as he could. He didn't want to waken the cat if he was asleep. He looked in and saw Bones staring up at him. His one eye was lit up like a light — as though he had a flashlight battery inside his head for nighttime use.

PART 3

J.T. checked the wounds and petted the cat gently. J.T. felt a warm purr that made him smile. He had never felt a cat purr before.

PART 4

Bones blinked up at J.T. sleepily. J.T. pulled the hood up closer around the cat's shoulders and turned to leave. J.T. looked back several times before disappearing into the night. If it had not been so dark, he would have seen Bones watching out the window of his beautiful home, staring after his new-found friend as long as his one eye could see clearly.

GO on to the next page

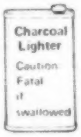
97 The words "fatal if swallowed" on the can below mean its contents are

A burnable

B effective

C poisonous

D under pressure


Charcoal Lighter
Caution
Fatal
if
swallowed

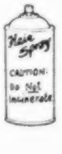
98 The words "do not incinerate" on the can below mean you should not

F burn the can

G shake the can

H turn the can over

J drink what is in the can


Hair Spray
CAUTION:
Do Not
Incinerate

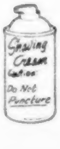
99 The caution on the can below means you should not

A shake the can

B make a hole in the can

C turn the can upside down

D put the can in the refrigerator


Shaving Cream
Caution
Do Not
Puncture

100 The word flammable on the label means you should not keep the can

F outside

G near fire

H in the cupboard

J in the refrigerator

Insect Repellent

Caution.
Contents are
flammable

101 The caution on this label means that the contents should not be

A heated

B shaker

C swallowed

D put on the skin

Fingernail Polish Remover

Caution **Harmful if taken internally**

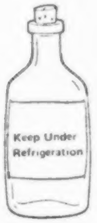
102 What does the label on this bottle mean?

F keep in the dark

G heat before using

H keep contents cold

J shake before using


Keep Under
Refrigeration

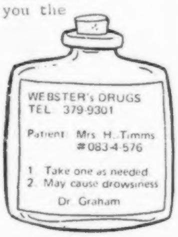
103 The note "may cause drowsiness" on this label tells you the medicine could

A stop pain

B keep you awake

C make you hungry

D make you sleepy


WEBSTER's DRUGS
TEL 379-9301
Patient Mrs. H. Timms
#083-4-576
1. Take one as needed
2. May cause drowsiness
Dr. Graham

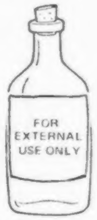
104 The label on this bottle tells you to

F heat before using

G use outside the body

H keep away from the eyes

J use at bedtime


FOR
EXTERNAL
USE ONLY

GO ON TO THE NEXT PAGE

• = CORRECT RESPONSE
LETTER = STUDENT'S INCORRECT RESPONSE

CLASS RECORD SHEET - BY INDIVIDUAL STUDENT

[illegible] ◀ SCHOOL
DETROIT A ◀ CITY
SCHWARTZMAN D.F. ◀ TEACHER
GRADE ▶ 05.5
STATE ▶ MI
LEVEL/FORM ▶
DATE OF TESTING ▶ 02/73
TEST ▶ MICHIGAN CET - EXPERIMENTAL EDITION
▶ 03/05/73
MATHEMATICS
BATCH 3261 GROUP C3M PAGE

HILL CYNTHIA 420613

OBJECTIVE NO.	OBJECTIVE DESCRIPTION	NUMBER RIGHT	ITEM NUMBERS • RESPONSES BY OBJECTIVE •				
1	ARABIC NUMERALS	4	1 •	2 •	3 •	4 F	5 •
2	WORD PROBLEMS/NUMBER SENTENCE	5	6 •	7 •	8 •	9 •	10 •
3	100, 1000/MORE OR LESS	2	11 G	12 •	13 C	14 •	15 A
4	ADD/TWO ADDENDS	5	16 •	17 •	18 •	19 •	20 •
5	ADD/THREE ADDENDS	5	21 •	22 •	23 •	24 •	25 •
6	ESTIMATE SUM	3	26 •	27 •	28 G	29 B	30 •
7	SUBTRACT	2	31 A	32 •	33 A	34 •	35 G
8	ADD, SUBTRACT/MONEY	2	36 •	37 A	38 •	39 D	40 J
9	ADD, SUBTRACT/NEAREST DIME OR DOLLAR	1	41 •	42 F	43 B	44 G	45 A
10	REPEATED ADDITION AS MULTIPLICATION SENTENCE	1	46 J	47 C	48 H	49 H	50 •
11	COMMUTATIVE PROPERTY OF MULTIPLICATION	5	51 •	52 •	53 •	54 •	55 •
12	MISSING FACTOR	1	56 •	57 H	58 G	59 D	60 G
13	MULTIPLY BY TENS AND HUNDREDS	4	61 •	62 J	63 •	64 •	65 •
14	MULTIPLY/1 DIGIT BY 2 DIGITS	3	66 J	67 •	68 •	69 C	70 •
15	DIVIDE/1 DIGIT DIVISOR, DIVIDEND LESS THAN 100	1	71 A	72 G	73 C	74 •	75 A
16	DIVIDE/1 DIGIT DIVISOR, 4 DIGIT DIVIDEND	0	76 J	77 D	78 J	79 D	80 F
17	STATEMENT OF EQUALITY/MISSING NUMBER	5	81 •	82 •	83 •	84 •	85 •
18	EQUATIONS/0 OR 1	4	86 •	87 •	88 F	89 •	90 •
19	DISTRIBUTIVE PROPERTY	1	91 •	92 H	93 F	94 G	95 C
20	DIVISION TO MULTIPLICATION	2	96 •	97 •	98 F	99 C	100 H
21	SYMBOLS OF EQUALITY/INEQUALITY	0	101 C	102 G	103 B	104 H	105 C
22	ADD, SUBTRACT/DECIMALS	3	106 H	107 •	108 •	109 •	110 F
23	DECIMAL PLACE VALUE	1	111 A	112 •	113 A	114 F	115 C
24	ORDER FRACTIONS	3	116 J	117 •	118 H	119 •	120 •
25	FRACTIONAL SHADED PART	5	121 •	122 •	123 •	124 •	125 •
26	ILLUSTRATED DECIMAL FRACTION	2	126 J	127 •	128 H	129 •	130 H
27	EQUIVALENT FRACTIONS	0	131 D	132 G	133 C	134 F	135 C
28	SUBTRACT/FRACTION FROM WHOLE NUMBER	3	136 F	137 •	138 •	139 •	140 J
29	ADD/FRACTIONS LIKE DENOMINATORS	1	141 A	142 G	143 C	144 •	145 D
30	ADD/MIXED NUMBERS	1	146 F	147 H	148 J	149 D	150 •
31	SUBTRACT/FRACTIONS FROM MIXED NUMBERS	2	151 •	152 F	153 •	154 J	155 D
32	MULTIPLY/FRACTIONS	2	156 H	157 C	158 •	159 •	160 G

• = CORRECT RESPONSE
LETTER = STUDENT'S INCORRECT RESPONSE

STATEMENT OF JOSEPH L. DIONNE, GENERAL MANAGER, CALIFORNIA TESTING BUREAU, McGRAW-HILL BOOK CO.

Mr. Andrews. Mr. Quie?

Mr. Quie. Mr. Dionne, are you going to explain what the California Testing Bureau is and its connection with McGraw-Hill?

Dr. Dionne. I plan to.

Mr. Quie. Please go ahead.

Dr. Dionne. I am Dr. Joseph Dionne. I am vice president of the McGraw-Hill Book Company and General Manager of CTB/McGraw-Hill, formerly known as the California Test Bureau. CTB/McGraw-Hill has been providing tests and scoring services to the educational community for 40 years.

We are the first company to publish criterion-referenced test. We probably have a wider experience in the statewide use of such tests than any other agency. Lately we have become involved in the evaluation of several title I projects and have seen the use of these tests first hand. James Popham has given you a definition of criterion-referenced tests. I would like to echo that definition. We feel that it is a coherent set of specific instructional objectives that represent a defined curriculum. We see it as a statement of the behavior that a student will be able to exhibit after instruction.

Criterion-referenced tests can be interpreted in terms of mastery or nonmastery of the objectives in the test. Compared with a standardized test, a criterion-referenced test is more specific as to the behavior that the student has or has not mastered. Because of its specificity, the criterion-referenced test can be said to be diagnostic. We have been calling for a long time in education for a test that was diagnostic and prescriptive. We have been limited in our attempts to produce them because of the nature of the standardized test which Dr. Popham described to you.

The major difference that we want to support is that criterion-referenced tests are sensitive to instruction. If a child has been given an appropriate experience, he will show results on this kind of test. Because of this there has been a tremendous positive response to the use of criterion-referenced tests across the States.

Now I think that the reason for this is that for the first time teachers have been presented with a tool that will facilitate the individualization of instruction. We have been saying to the superintendent and his staff for a long time that it is their job to produce an appropriate curriculum for each child. But we have been giving them tools that are outdated for that purpose.

The creation of the criterion-referenced tests, I think, produces a tool that will permit the teacher to manage instruction in the classroom in very much the same way as we manage objectives in other organizations.

Now, an advantage of the specificity of the criterion-referenced test is that it can lead to appropriate prescriptions. So in a sense you have an instant lesson plan; providing that prescriptions are available. I have given you a folder. I would appreciate it if I could be given an opportunity to demonstrate this test to you.

First I want to talk about where this has been used and a little more about ths reception. You have a letter from the Texas education agency. We were involved in that sixth grade testing program where all pupils took mathematics and reading. We were also involved in the fourth and seventh grade testing in the State of Michigan.

Hillsborough County, Fla., is an interesting place because they had a recent board meeting attended by administrators, students, teachers and parents, suggesting that the board change its program in this direction.

We have also used such instruments in districts 8 and 12 in New York City. Washington, D.C., was the first city in this country to use the measure. In Bakersfield, Calif. several districts got together to use similar instruments.

In the left side of the folder I have given you, there is a brochure called "Prescriptive Reading Inventory." Inside you will find a statement of an objective. In this case, at the top of the page it reads, "Sample Objective Item III Phonic Analysis." Then it shows some sample items that would be used to measure that objective.

The determination of the number of items necessary to measure an objective is an important matter in the development of these tests and one a proposed commission would have to spend time thinking about.

As you go down the page, you see sample objectives. On the back you will find the category, inferences. Next to it you see some suggested activities. You have here transportation from an objective to items, to prescriptions.

The criterion-referenced test looks very much like the test she has been used to giving. I have a copy here. But it is given under different circumstances. Because you are not interested in time constraints, the teacher does not have to have the formalized environment she has had in giving the standardized tests. She can help the children by explaining what the item is after.

What we want to know is whether the student can do it, not whether he can do it in a specified time or whether he can wrestle with the language involved in the item.

Also inside the folder is a descriptive brochure of the objective. This tells about all the objectives tested in this particular series of tests, all four levels. In about the middle of the brochure you will see objective 63. I hope it is marked for you there. It says the student will demonstrate perception of inference by identifying the correct inference drawn from reading material.

The next item should be a class diagnostic map. This is what the teacher gets back once she has given the test. The class diagnostic map shows all of the objectives measured by the test listed.

It says, "Prescriptive Reading Inventory Class Diagnostic Map." Along the page you will see numbers 13, 14, 15, on through 90. Next to the number is a shorthand statement of the objectives. In the boxes you will see the percentage of students in the class who have already accomplished that objective. You will see for objective 63, the one described before, that 27 percent of the students got it correct.

The purpose of this class map is to tell the teacher where the class of students is strong or weak. We think this is a very important first step because most teachers in the current technology teach one teacher to 30 students. We are trying to provide technology that will permit her to move towards individual instruction in a series of steps.

The next report she gets is called the class grouping report. In that report she is given the names of all the students who have missed a particular objective. We have found that teachers will group for instruction if they are given information about which students have not mastered the objectives and if they are given a meaningful experience for the children.

That is where the idea of prescriptions was born it was felt that the teachers would use this information if they had prescriptions. Thus the teacher moves from class instruction to group instruction. Finally we have the individual diagnostic map which is a map of the performance of each child against each objective.

You will see there it has pluses, minuses and R's. Plus means right, minus is wrong, and R means some review is necessary. This is a diagnostic map for each child. Now the teacher is in a position where she can go ahead and provide individualized instruction. To facilitate such instruction we created the prescriptive mathematic individual study guide.

We made an analysis of all the study materials in the country to find out where each objective is taught and then list for the teacher where in the materials she has in her classroom it is taught.

Objective 63 is taught in the teacher's edition of this particular set of books on pages 162 and 163. This set of prescriptions can be made to any variety of instruction materials she may have.

The next report is a summary report, which we call it a district diagnostic map. This tells us what percentage of the students in a particular community accomplish the objective.

Thus we have levels of information moving up in the organizations.

We are very excited about this test and its use in Texas. What happened there was that the State did a needs assessment. In doing so got the information it wanted at the state level but at the same time it provided the teacher with a delivery system which she has not had in the past. There has been a dramatic, favorable reception of this program as a result.

As the teacher goes through the year and teaches the group or individual as objective we provide an interim test, which is the last thing on the left side of your packet. This is a small, usually one page test which measures that objective. After she has given appropriate instruction, she can be sure that the child has mastered the objective before going on.

If the student has not mastered the objective she can recycle him because she has prescriptions to other materials. This test is called the Prescriptive Reading Inventory. It has a counterpart the Prescriptive Mathematics Inventory.

We got at the objectives by culling them from existing learning materials. We culled the objectives and started creating the objective list that we wanted.

There is a major problem here. It was addressed by the subcommittee members earlier. That is the level of generalization of the objective. For instance in reading, we culled some 2,400 objectives from the basal programs in existence. We have been able to get that down now to about 120 objectives which are very good measures of the major objectives and subsume the other objectives.

While we feel that the proposed commission could accomplish its proposed task, this kind of question will become one of very important emphasis within the group. In studying this level of generalization of the objectives, it led us to the recognition of local differences in objectives.

We found as we walked into a particular state or city that the level of generalization of the objectives was very different. Some wanted very precise objectives and some wanted more generalized objectives.

We began to work with the staffs in these districts in helping them learn about objectives and item writing. Then we went into the district and took photographs of the actual environment in order to address ourselves to the question that Congressman Andrews mentioned earlier, and that is what about the effect on testing of local environment that the child finds himself in.

If you turn to the right side of your folder, you will see examples of tests customized for development in a local district. The first is an example of a test that was used in district 8 of New York City which is populated by Puerto Rican American students. This is a scene that we actually saw there. Then the item was created. You will note that the names of the children and all the circumstances are such that it would be recognizable to the child taking the test. These children were also shown dressed up going to a museum and all over positive social environments.

Mr. ANDREWS. Are you referring to page 24?

Dr. DIONNE. Yes, sir.

Mr. ANDREWS. And subsequent sheets?

Dr. DIONNE. Yes, sir.

Now the next is a test developed for the Washington, D.C., students again reflecting environment they may be apt to see in their daily lives. They are also shown in other environments such a trip to the capital. We think this test should be representative of the environment the children in here might experience. We have items about the Redskins, too.

The last sample is one of a test we did for the State of Florida in which Florida was working on eighth grade criterion-referenced tests in combination with standardized tests. Florida felt they had to get measures that compared the State with the Nation and also to get the minimal proficiency measures. They felt all students leaving the eighth grade ought to be able to protect themselves from harm by being able to read.

We have a number of bottles with labels that a child should be able to read. Again that is a different objective, locally determined, and we are responsive by providing items that don't present words and terms that they are not familiar with. Instead we go the other way and enhance the testing with experiences the child may be familiar with.

We feel that local determination of the testing objectives is very important because of the experiences we have had. One of the reasons is that once you have established in a school district the continuum of objectives you have the capability of going back down the continuance overcoming deficits the children might have.

As we go into the nation's cities we see the children at the first grade are below average but not nearly as bad as the sixth grade. That is called an accumulated deficit. We think criterion referenced tests can help overcome these deficits. Once you have a continuum of objectives a child may move from school to school and the receiving teacher receives the diagnostic matrix telling her what objectives the child has not mastered.

She has materials in her room for the objectives she is working with. She can go back and find out what objectives a student has not mastered and gradually bring him up to date.

One of the exciting uses of the test, and I was delighted to see it called for in this bill, is its use in the community with parents. In several places the teachers have invited the parents to conferences and rather than present the test results they have presented in the past, they presented this individual diagnostic matrix where in they say this is what you child has accomplished. It is not a pass or fail situation. It is simply information. The teacher further states.

"Here is what we plan to do in the school and this is the way you might help us at home." In this way the parents are made partners rather than being excluded as they were in the past. The teachers are not defensive about this because they have tests to prescribe for each child and they can be accountable in a way they have not been in the past.

As to reactions of the McGraw-Hill to the technical aspects of the bill, we think it is within the state of the art. We think the sampling is appropriate. We see no major obstacles. We see many political difficulties as the attitude of many legislators around the country to sampling is negative. They are based on unfortunate incidents in the past. When the achievement results gotten through sampling were not attractive, the educators said it was a problem with the sample.

When they used that argument, legislators felt helpless. It is a matter of policy in many States that funds used for testing purposes must involve all children. They are not allowed to student sample. As a result many districts have gone to the matrix sampling.

Section 122(a)(1)(B), states that the state educational agency will have instituted or is prepared to institute a testing program in all local educational agencies of the state to identify children who are educationally disadvantaged. One interpretation of that section is that every child at every level would have to be tested on a statewide test. Of course, this would be very accurate, but it would be very expensive and time consuming. It could also result in an overabundance of information at the State level.

There are a number of States that already have standardized testing programs. They are used for a variety of purposes. They are used for measuring achievement subject matters other than math or reading. They are used for appropriate course selection. They are used for purposes of accountability and general curriculum planning. It is a very economical measurement for these purposes.

The question then becomes: How will these existing State programs be integrated with the proposals of this bill? Will the States be permitted to use standardized testing programs to nominate individuals disadvantaged as defined in this bill? Our alternative would be to permit the States to sample and to allocate funds to local districts on the basis of a test very much like that of the proposed commission, that is they would use criterion-referenced tests, and sampling techniques and allocate funds to the local district based on those tests.

The local district would identify individuals for inclusion in the programs based on a series of guidelines provided by the national commission.

An additional use of CRT's and one that we think can be a major outcome of just deliberation on this bill would be their use for evaluation in title I projects. As I indicated in my introductory remarks, we have been involved in the evaluation of title I programs.

We have seen the advantage of this measure. Its major advantage is that it is sensitive to instruction and thus you see results in the short term. This tends to motivate teachers and children to further attainment.

As a result of the interim tests, project managers in title I projects for the first time have management tools. That is, as a project proceeds they can change course. They can alter the variables, the resources, the inputs, and the ways in which they are combined.

The major change that has taken place in the educational community in the last 10 years has been movement away from a research paradigm toward an evaluation paradigm. In research you establish treatment, isolate variables and you don't change anything in the course of events because you are trying to prove or disprove a hypothesis.

In evaluation, during the project you are constantly seeking information that will permit you to be more on target. Tests that are sensitive to instruction in the short term- really faciliate project management in the way standardized tests were not designed to. We fully support tests used in this way and we can tell you they have been very well received.

Our interests are protected by this bill provided that section 122 permits a variety of approaches of testing within the States. We see no acceptance of a national testing program. We think it would be abhorrent to the States and would adversely affect the competitive environment that exists today.

In summary, we express our support for these changes which we think would contribute much to American education.

Mr. Andrews. Mr. Quie?

Mr. Quie. There are a number of schools uisng criterion-referenced tests. You are the only private concern making them available; is that correct?

Dr. Dionne. That is correct as of the moment. Within another month or so that will no longer be true.

Mr. Quie. There will be some competition?

Dr. Dionne. There will be; yes, sir.

Mr. QUIE. There are some schools that are using CRT's and they are not yours. Now where do they come from, are they privately developed and produced? Do the schools produce them by themselves?

Dr. DIONNE. There are a number of agencies, some not for profit, and some public agencies that have been involved in CRT's. Dr. Popham has conducted an objective and item exchange. Some of the State departments have had us come in and train them to work with objectives and items and then created their own tests.

There are also some criterion-referenced tests that are published in packets for use in the classroom which have been used at State levels as well.

Mr. QUIE. We seem to know more about Michigan because of Dr. Porter's testimony, I guess. What has McGraw-Hill been doing in Michigan?

Dr. DIONNE. We came to Michigan and ran a workshop in teaching teachers about objectives. We taught them about item writing. We took the items they wrote and edited them, made them amenable to measurement. We published the tests, scored them, and prepared the results. So we were in a support position there. That was in grades 4 and 7.

Mr. QUIE. How many States are you involved in now?

Dr. DIONNE. We are involved in perhaps 10. They include the States that have conducted programs, such as Florida, 8th; Michigan 4th and 7th; and Texas, 6th. There are many other States becoming involved.

Mr. QUIE. Do you know what other States are using their own or other means?

Dr. DIONNE. In the State of California, they have decided to create a hybrid test which has some characteristics of standardized and some objective-related measures. They will be coming out with tests for grades 1, 2, 3, 6, and 12. We know Nebraska has used a test which was earlier developed in Kentucky. Kentucky has done a need assessment based on criterion-referenced tests.

We know of activity in several other State departments and I am really not free to speak about them, that are planning in this direction.

Mr. QUIE. You have indicated that there has been positive parental reaction to this. What about parental reaction that was not so good? Have you run into some of that?

Dr. DIONNE. No. We anticipated a problem because for so long the grade equivalent has been the measure that parents are used to receiving. The more sophisticated parents have learned to understand those and they miss them.

As a matter of fact, we see across the country most districts and States continuing to use standardized measures in conjunction with criterion-test measures because of the existing understanding in the legislatures and the community at large and the things that the test will do that the criterion tests will not do.

So we see districts going to sampling techniques in order to get the grade equivalents and then using the criterion test for other objectives.

Mr. QUIE. How about the teachers who have adverse reactions?

Dr. Dionne. That is an amazing thing. We just spent a day in district 12 in New York City where of course the teachers are often characterized as having a job rather than being committed to the educational enterprise. But we have offered an opportunity for teachers to come on a Saturday to learn more about criterion-referenced tests. From the volunteers there we will have three Saturdays with 150 teachers attending each session.

So that gives you some idea about their willingness to learn about CRT's because they finally have something that affects their lifes in the classroom positively. I could cite instances after instances but that is the most dramatic that comes to mind.

Mr. Quie. From your experience, how soon do you think we could first distribute money based on criterion-referenced tests to the States? Secondly, how soon do you think that the States, and I have not mandated that in the legislation, could distribute the money to school districts based on assessment rather than poverty? How soon do you think the school district could distribute the money for educationally disadvantaged children within the school district based on assessment rather than poverty?

Dr. Dionne. I think that the first distribution to the States could be done within the framework of the bill, within 2 years. I think that they would be overlapping the readiness of the States. Once the national commission in its deliberations has established the objectives to which the tests will be addressed, then the States can get to work.

It will probably be 18 months to 2 years after that date. So it depends on the deliberations of the commission and one of their first tasks should be to define the objectives.

So I imagine it could be anywhere from 2½ to 3 years when the States are ready depending on the nature of the work of the commission. The local schools, we feel, could be ready and probably will be ready long before the States or the national commission because the acceptance of these tests, ours and others, is greater at the building level than it is at the district or State level.

We imagine that by the time the bill catches up there will be lots of schools using this kind of a measure anyway. With this kind of a spur they could just get there more quickly.

Mr. Quie. What if we never distributed the money based on tests nationally, what would be the problem of distributing money within the States on assessment rather than poverty?

Dr. Dionne. I don't see any major obstacles there. What would have to happen is that each State, would appoint a mini-commission. Using a consensus model developed by the National Assessment Project parents as well as other community members, and educators, would select the objectives to be measured. That may take some time, but I would imagine that within the same period of time, 2 years, the States would be prepared to allocate funds based on CRT's.

Mr. Quie. And if there was distribution to the district based on poverty, but within the district we permitted them to distribute it based on assessment, would it be the same time-frames?

Dr. Dionne. Yes. Incidentally I think that would be the best received alternative.

Mr. QUIE. I think we are going to have to back it up that way, start with the district, go to the State and then to the Nation. I am convinced that, as Dr. Popham said, even if we make some mistakes distributing money based on assessment, it will be a lot more accurate than the ridiculous way we do it now, where we count kids who are not in school anyway.

Dr. DIONNE. I want to comment on negative incentive. That behavior is simply outside our experience. We have worked in all 50 States. We have seen situations where money was distributed such as in California where money was given to districts for first graders based on tests results under the Miller-Unruh Act. People said there would be a negative incentive for districts not to start kindergarten so the district could get more money based on poor students performances.

We have never seen people behave that way. Educators are a positive group of people. I don't see it as a problem.

Mr. QUIE. I think it may be difficult because the one who would try and operate a negative incentive would be the superintendent. He is the one who is responsible for getting the money. Then he would have to get the principal to cooperate and the principal would have to get the teachers to cooperate and the teachers would have to get the students to cooperate. The children would have to get the parents to cooperate.

I don't think I would find many parents urging kids to go slow so the schools get more money. The kids would not be willing to and I think the professional characteristics of teachers are that they would not want to fudge. The fudging superintendents would have difficulty in getting others to fudge with them.

Dr. DIONNE. I agree. If they could get all that cooperation, why not use it to build a program?

Mr. QUIE. I think to the extent that the schools would want to continue a program longer than when a child achieved at a certain level in order to make certain the gains are sustained throughout its school life——

Dr. DIONNE. That point being the timing.

Mr. QUIE. I would like to let them have the 3 years.

Dr. DIONNE. We concur. The point of time would be a major consideration of the proposed commission.

Mr. QUIE. Distribution among the States and distribution within the State among the school district, of course that has to be done probably based on sampling. You indicated the costs would be too much to test every child every year.

Dr. DIONNE. But in each instance at some point the individual child must be designated. I think it best to have happen at the local district level.

Mr. QUIE. Of course that is going on now in title I schools. Children are designated as who is actually identified as disadvantaged in order that they can get the benefit from the program. That is one of the concerns of the Congress, that the money does go to the disadvantaged children.

What about Dr. Popham's comments that there is an awful lot of money in generalized standardized tests because they fit all over and these tests have to be geared to the needs of that particular area to the extent that criterion-referenced tests are used as a teaching aid and therefore it is not as conducive for the publishing companies to get into this business.

How did McGraw-Hill happen to get into it and is that an accurate explanation?

Dr. DIONNE. I think his explanation of the risk is accurate. I would, if I could, just back up for a little bit. Our reasoning in this is that the cultural dictate that has been given to the schools in the last 10 years has changed. The schools are trying very positively to respond to that change, but they have not had the tools to do it.

The agency that provides the tools and staff development will be the one that profits. Of course we are a profit-making organization. Our reasoning is that soon after World War II, when the GI's came back, the economists noted that an investment in human potential was the best investment that the Nation could make. Up until that time the schools had been seen pretty much as an equal opportunity institution where every child was given the same opportunity and depending on his level of ability or motivation, he could jump hurdles and progress to the graduate schools and be rewarded by the society accordingly.

That was a giant filter system. A few people made it to the top and most were at the bottom. That was appropriate in our Nation's history where we had a small economic base and could not afford to educate everyone to their fullest.

But the basic commitment of this society is progress through the individual and we believe that when each of us becomes all that he is capable of being, all of us prosper. With that kind of feeling, the schools began to receive more funds. The changed commitment of the Nation reflected in the funding to the schools.

But the schools were given two messages at the same time. One, you must be accountable for the funds and two, it is your job to individualize instruction, to maximize the potential contribution of each child. The teachers set out to try to do what had been asked and they soon found that the tools they were using were appropriate for another era. We have tried to predict the new era and provide instructional technology that permits teachers to do what they have been charged to do.

Standardized testing has been paramount in the Nation's history. We make no apology for that fact. They are used because they are at the highest level of sophistication that instructional technology has known. If the other processes used in education were nearly as scientifically developed we would have more learning going on in the world. It's major use in the classroom serves a different era. It will be continued to be used for subjects other than math and reading.

Some measure have to be made on which to base appropriate suggestions for careers for students. Standardized tests will continued to be used as an accountability measure because we are an achievement-oriented society. Parents and citizens want to know how their school district compares with others. Currently those who are using established standardized tests are what we call "stretching" them.

They are trying to get every available piece of information out of them by doing item analysis. The criterion-referenced test does that so much better. The standardized tests will continue to be used in the district and State levels as we see it.

Mr. QUIE. Thank you. You have been a good witness.

Mr. ANDREWS. Do others have questions?

Dr. Dionne, what do the letters SAT stand for in terms of the test that is given, I guess primarily to applicants for colleges?

Dr. DIONNE. I will be glad to comment on it. It is a test that is published by the Educational Testing Services in Princeton, N.J. It is used by many colleges as part of their entrance review of students. While it is called a scholastic aptitude test, I feel that aptitude is an unfortunate term because it is an achievement measure in many ways.

The colleges use them to decide whether or not the child is likely to be successful in their environment. Colleges have a very important responsibility to a student. They have to be able to say to a student, that the likelihood of your being successful in this university is high or low. As part of the guidance function they report that those who scored high over the last 5, 10, or 15 years have performed in the following manner in this school.

To a student they might say those who scored at your level of proficiency tend to do well here. Others who performed lower did not do well. We are advising you that you are apt to do as well here. In some cases they have been more stringent than that and have said unless you have such and such a score, you cannot come here. I don't know of many instances where they use the score only. There are five or six areas that they look at in considering admission.

Mr. ANDREWS. The result that comes back from Princeton is on two scores, one in math and one in English. You add the two together to get the score. Is that correct?

Dr. DIONNE. Yes.

Mr. ANDREWS. That has been, as you say, designated at least as a scholastic aptitude test and has been considered, has it not, by the institutions that have used it, as basically aptitude rather than achievement? Don't they use the high school transcript basically as the measure of achievement, and the SAT score basically as a projection of this individual's aptitude for the work for the institution he or she has applied?

Dr. DIONNE. While it measures math and reading and looks like achievement measures they have been predictive of later performance in the colleges and thus they have used it in that way. If you look at the contents of the tests, it is very much oriented toward the curriculum in the Nation's schools.

Mr. ANDREWS. Did you tell Mr. Quie that some eight States now use the comprehensive criteria measure that you suggest? Do some of each State now use such a test?

Dr. DIONNE. Yes.

Mr. ANDREWS. How many of those did McGraw-Hill participate with in either developing or publishing such tests?

Dr. DIONNE. Michigan, Florida, Texas, and we are working now in two others.

Mr. ANDREWS. Now has there been a test devised and used for as many as two States, the same test?

Dr. DIONNE. Not to my knowledge.

Mr. ANDREWS. But this proposes that we develop a test to be used in all 50 States—the same test—but we have not experimented with the same test for as many as two States?

Dr. DIONNE. I should say to you that the first thing the State does is to compare the objectives measured by the test to the States objectives. We have seen the use of the prescriptive reading inventory, in over 30 of the States.

Mr. ANDREWS. I beg your pardon. I did not follow you.

Dr. DIONNE. When the school district is deciding whether it wants to use the test, it has a list of district objectives. It reviews the list of objectives in the test it is reviewing. They match the two lists of objective and if they find similarity, they use that test. We have over 30 States using this test which suggests there is a core of objectives on which you would get consensus.

In addition the national assessment project has gotten consensus on the objectives that it is establishing.

Mr. ANDREWS. For whatever it is worth, and probably nothing, I concede—and I am not arguing the point, I have made no decision about this, I am simply trying to learn—I would concede Mr. Quie's illustration that 7 times 8 would arrive at the same answer in any of the 50 States.

I can't think, I wish I could, of an illustration of how I believe that not to be true and the degree to which I believe it not to be true in terms of reading or English or interpretation of reading. Obvious illustrations might be made by reference to our own Chairman. He is from eastern Kentucky. When he says I will meet you this evening, he means what Mr. Quie means when he says I will meet you this afternoon.

When he says, let's have dinner together, he means what Mr. Quie means when he says, let's have lunch together. If you want to put it more artfully, I cannot recall many of the words, but I remember the impression that I received from the reading of a poem called The Cremation of Sam McGee. I presume that you are familiar with it. It has as its purpose, I think, making you feel very cold whatever be the temperature in the room which you read it. It makes you dread the cold.

It speaks of Sam McGee being from Tennessee where the cotton blooms and why he came to the manmade hell of Alaska, God only knows. I believe Mr. Quie can probably understand and appreciate Sam McGee more than Mr. Benitez, who is from Puerto Rico. I believe Mr. Benitez would not appreciate preparation for winter either as much as Mr. Quie would.

Hence from the reading I don't believe that 7 times 8 is 56 in both Alaska and Puerto Rico. I believe the degree of cold cannot be measured in light of the reading ability but in the environment of our people, based on weather and history, and so many things, including national origin.

In Washington people tell me to go three blocks and make a left. It seems to me that left turn was made long before I got here and I should take it. But just these differences which are within our achievement, I don't think we can test in the same words in all 50 States.

I just cannot see that, but perhaps I am quite wrong.

Dr. **Dionne**. That is an old question in testing and one that testers take very seriously and with great responsibility. We can cite chapter and verse on the care that must be taken.

Part of the criteria in any test would be to get at that problem. We just had the problem in New York City. We used the term "blossom". Most of the kids thought of Orange Blossom, an alcoholic drink. We have to be mindful of local uses of language. Any test writer would take that very seriously.

Mr. **Quie**. That is what national assessment has been involved with during these years. When they completed their work on this test on reading it was taking all these things into consideration. So that in each of the four sections of the country they would have comparable information. Of course they go in all kinds of other areas as well which would make it more difficult than the reading and math. Those to me are the too easiest ways.

Dr. **Dionne**. They have also set a level of generalization of objectives that may or may not be appropriate for the purpose of this Commission. That would have to be reviewed.

Mr. **Quie**. Thank you.

Mr. **Andrews**. Is there any reason we should not now adjourn until next Tuesday at 10 a.m.?

If there be none, so be it. Thank you very much for coming.

[Whereupon, at 11:25 a.m., the subcommittee adjourned to reconvene on Tuesday, April 3, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

TUESDAY, APRIL 3, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Lehman, and Quie.

Staff members present: John F. Jennings, majority counsel; and Christopher Cross, minority legislative associate; and Eydie Gaskins, special assistant.

Chairman **Perkins**. The committee will come to order. A quorum is present.

I am delighted to welcome you here, Mr. Donaldson, and I notice you are accompanied by Elsie Clark, Sung Kim, Joseph Jordon, Jr., and Eugene McDowell.

We are interested in your testimony in connection with the allocation of funds under title I of ESEA. We are also interested in hearing your viewpoints on the equitable allocation for all of the disadvantaged youngsters in the country, since you have made studies along this line, as to how we can treat the disadvantaged youngster equitably in the different sections of the country—in the Appalachia, Midwest, eastern seaboard, the South, and the west coast.

But the thing that makes our problem extremely difficult is the inadequacy of funding of the title I program.

I will be delighted to hear from you gentlemen at this time.

STATEMENT OF JOHN L. DONALDSON, PROGRAM MANAGER, TECHNICAL ANALYSIS DIVISION, INSTITUTE FOR APPLIED TECHNOLOGY, NATIONAL BUREAU OF STANDARDS, ACCOMPANIED BY SUNG KIM, EUGENE McDOWELL, JOSEPH JORDON, JR., AND ELSIE CLARK, TECHNICAL ANALYSIS DIVISION

Mr. **Donaldson**. Thank you, Mr. Chairman. As questions arise, I would like to be able to call on Mr. McDowell and Mr. Kim during the course of the questioning because they can support me with more detailed information.

Mr. Chairman and members of the committee, I wish to state at the outset that my remarks today concern only a technical report on the results of our study of the process for allocating funds under title I of

ESEA and are not intended to relate to any pending legislation or policy matters. The requirement for this study was established by law, Public Law 91-230. USOE contracted with the National Bureau of Standards for its performance; we have been engaged in the study for nearly 2 years.

The present study examines the provisions that determine the size and distribution of the title I grants. It does not seek to consider the programmatic effectiveness resulting from their expenditure. Public Law 91-230 in section 102 calls for—

> A study of allocation of sums appropriated for the purposes of title I * * * and of the effectiveness of the various provisions of such title in making funds available to State and local educational agencies * * *

The required study, as it has been pursued, has had three facets. First, it has been concerned with the identification, description, and evaluation of the allocation mechanisms and procedures used for the distribution of title I moneys from the national level to the local level. Second, it has sought to address and review the implementation of the law and its administration as it relates to distributional matters. Third, the study has considered alternatives to existing processes and procedures that might improve existing approaches and resolve present problems.

The first two parts of the study were completed in its first year and were reported in our first interim report of March 1972. The third part of the study has been the main focus of the analysis effort during the past year and is reported in our second interim report of March 1973.

Further analysis of alternatives is still in progress and is expected to be completed with the issuance of a final comprehensive report. The second interim report, presenting tentative findings from the analysis of alternative procedures, has been prepared to provide information which might be of value to these committee discussions of title I. The findings presented in the second interim report have been limited to those associated with the use of different formulas for determining grants and with the use of different data from the 1970 census. My presentation today attempts to summarize these findings.

In doing so, my presentation touches briefly on: (1) The formula grant mechanism as we have considered it; (2) some of the associated problems; (3) some candidate alternatives to the existing formula; and (4) possible distributional consequences arising from these formulas.

Background: A guiding principle behind title I of the Elementary and Secondary Education Act of 1965 is equal educational opportunity. This study is addressed to only one issue—the equitable distribution of the title I funds. Distributional equity is a necessary, though not sufficient, condition for the realization of title I's goals.

Recognizing that the Congress is aware that the current distributional mechanism is less than perfect, our study presents alternatives to that mechanism and discusses their characteristics and consequences.

The legislative intent with respect to title I is evidenced in the principles embodied in the law and in the legislative history. For maximum impact, the title I program is aimed at educationally disadvantaged children. Many studies have shown a strong relationship between educational attainment and family personal income. It is thought possible, therefore, to approach the problem of measuring populations of eligible children in the aggregate from the point of view of either educational achievement or level of income. However, the absence of accepted, nationally uniform measures of educational achievement limits the allocation process to estimating eligible populations based on economic measures available on a national scale. Therefore, our study, like the formula of title I in the past, is based on the use of economic measures as the basis for determining the grants to be made to educational agencies on behalf of the eligible children. We have not examined the feasibility of developing nationally uniform measures of educational achievement. It is important to recognize that the use of economic data to enumerate the eligible children on the national level does not impose any conditions on the identification of the children who are actually to participate within title I schools.

The title I allocation mechanism has three major components:

(1) the enumeration of the eligible children,

(2) a cost factor, expressed in dollars per child, which represents the cost of compensatory education, and

(3) a procedure for reducing grants in case of a shortage of funds.

I will briefly discuss the range of alternatives we have considered within each component and indicate our findings.

ENUMERATION OF ELIGIBLE CHILDREN

The present enumeration of children is based on the 1960 census, on AFDC data, and on surveys of various institutions and special programs such as institutions for neglected children and programs for migrant farm children. These children in institutions and special programs account for only 7 percent of the total, and we have not considered alternatives regarding them. The largest group is the group based on the census. The most obvious alternative, therefore, is the substitution of the 1970 census data for the 1960 data, and this substitution underlies all of the alternatives considered. These alternatives include, in addition to children in families below the $2,000 annual income level, those below the $3,000 level, below the $4,000 level, and below the so-called Orshansky poverty level, which is the official definition of poverty in the census.

In the current title I formula, AFDC data are used as a supplement to the census data. The children counted are those whose families receive AFDC payments in excess of $2,000 per year. The combination of these two data creates the possibilities of both overcounting and undercounting of poor children. Moreover, the census data ignore the matters of family size and regional differences in cost of living, whereas the AFDC data bring severe interstate biases into the enumeration due to the differences in coverage and payment level.

The Orshansky definition of poverty avoids the first two difficulties, since it is a single measure rather than the sum of two sets of data from different sources. It also avoids interstate biases, since it is applied uniformly throughout the Nation. It provides for different dollar thresholds of poverty, depending on family size, on whether the family lives on a farm, and on certain other factors.

Because of these considerations, we believe that the Orshansky definition in an improvement over the present definition of poverty in title I. Being geographically more uniform, it would promote a more equitable distribution of title I funds. However, except for the farm-nonfarm differential, the Orshansky definition does not reflect regional differences in cost of living.

An important aspect of the data is the level of geographical detail. The Census Bureau does not currently organize and report its data at the level of local educational agencies. At the county level, the data can be obtained and updated. One can consider stopping the Federal allocation process at the State level and allowing each State to subdivide its aggregate grant to the lower geographic levels. However, Federal allocation by formula to the county level affords a better chance of similar consideration being given to local educational agencies from one State to the next.

A crucial problem concerning the enumeration is the matter of periodically updating the estimates based on the census data. The two sources of data most useful for this purpose are AFDC and the Current Population Survey, which is conducted annually by the Census Bureau. We considered the school lunch program as a data source but discharged it because of the interstate and intrastate variations in program standards that prevailed in the past. We also considered income distribution projection models, but the state of the art of detailed economic projection below the national level is not yet sufficiently advanced to be considered as a basis for allocation of grants.

The present use of AFDC in title I maintains a degree of currency in the enumeration from year to year, but it is subject to several objections cited earlier. Some of those objections can be avoided—first, by counting all AFDC children without regard to the amount of payment; second, by excluding the data for the optional AFDC program relating to unemployed parents; and, third, by comparing the current AFDC data for any county with the same county's data for an earlier time rather than comparing AFDC data for different places.

Alternative uses of AFDC data include (1) using the percentage changes in AFDC since 1970 to estimate the change in the poverty population and, alternatively, (2) applying a fraction of the number of children by which the current AFDC data in a county differ from those in 1970.

The Census Bureau's current population survey provides a rough indication of regional changes in the distribution of poverty. We have made estimates based on these regional changes and also estimates that combine these adjustments with the AFDC adjustments.

The updating problem is particularly difficult because no wholly satisfactory data exist. Any solution will, of necessity, be a compromise. We believe that we can improve on the updating methods presented in our interim report of last month, but to state a conclusion today is likely to be premature.

In the long run, there are two more possibilities. First, due to recent amendments, the school lunch program may, in the future, become a suitable source of data for this purpose. Second, if the current population survey were expanded, it could provide poverty estimates at the State level.

THE COST FACTOR

Ideally, the cost factor would be determined from actual experience with the costs of providing effective compensatory education services, in which case there might be different cost factors for different categories of children. However, information on real cost data is lacking.

The cost of achieving the desired outcomes has not been established, because there is limited conclusive program evaluation available and because there is great variation in the approaches of different programs.

The present title I cost factor is related to average per pupil expenditures for general education. It is possible, however, that there are differences in the quality of education where there are differences in expenditure. In any case, expenditures correlate highly with per capita income, indicating that the prevailing expenditures may reflect qualitative differences in education.

Under conditions of underfunding, the cost factor in the formula loses much of its original meaning. The allocations are less than the needs expressed by the formula, and thus the function of the formula—including the cost factor—is to divide up a fixed sum of money. Thus the real significance of the cost factor derives from its influence on the distributional aspect of the formula.

The central question regarding the cost factor, then is whether it should provide different levels of fundnig per child for different groups of children—for example, in different States. A uniform cost factor would be neutral in its distributional effect. A factor based in whole or in part on State per-pupil expenditures will tend to provide higher funding levels to States with higher per capita incomes. A cost factor based on the concentration of poverty—for example, the eligible children in a county as a percentage of all children in the county—will tend to give more money to places with lower per capital incomes.

The question of whether the cost factor should shift the distribution of funds and in what direction and to what degree is a question that must be resolved based on value judgments; it cannot at this time be answered by a scientific analysis. An analysis can, however, exhibit the distributional consequences of each choiec, and our interim report discusses these at considerable length.

We have ordered all of the counties in the United States according to their per capita income. Then we have divided these into five groups, the first composed of those counties with the lowest per capita income levels ranging to the fifth, the highest per capita income group.

In chart 1, the allotments per child are shown for the poorest fifth and the richest fifth under three assume costs: a uniform value, one-half of the larger of State or national average per pupil expenditures—MAX—and one-half of State average per pupil expenditures—SAPPE.

[Chart 1 follows:]

CHART 1.—COMPARISON OF ALLOTMENT PER PUPIL: ALTERNATIVE COSTS

	Uniform cost	MAX	SAPPE
Poorest 5th	$165	$153	$125
Richest 5th	165	175	192

Mr. **Donaldson**. Under uniform cost for the poorest fifth and richest fifth, $165 results. This assumes no floors as the present legislation calls for. The MAX distributes $153 to the poorest fifth of the counties and $175 to the richest fifth, and using the State APPE exclusively distributes $125 on the average to the poorest fifth and $192 average to the richest fifth of the counties.

Mr. **Quie.** This is under present funding level, is that correct?

Mr. **Donaldson.** This assumes $1.5 billion to the 51 States for the LEA's and State agencies.

Mr. **Quie.** If it was full funding, those differences would be drastically increased.

Mr. **Donaldson.** Yes, sir.

In chart 2, allotments per pupil for all five income groups are shown at different intensities of concentration effect. The dollar entries in the table are per pupil allotments that result with four different approaches to the cost and concentration component of the formula. Each entry is the average for all counties in the given grouping.

[Chart 2 follows:]

CHART 2.—COMPARISON OF ALLOTMENT PER PUPIL: ALTERNATIVE CONCENTRATION EFFECTS WITH $300 PER PUPIL COST

County groupings based on per capita income	Intensity of desired concentration effect			
	None	Low	Moderate	High
Lowest income group	$165	$235	$271	$303
2d group	165	187	201	212
3d group	165	165	167	168
4th group	165	159	158	156
Highest income group	165	142	133	123

Mr. **Donaldson.** Here we have the lowest income group, the second, third, and fourth groups and highest income group. This is based on per capita income. This is based on attempting to reflect intensity of concentration effect. That is, where there is no effort to reflect concentration of poor children in the county, where there is a low weight given to concentration of poor children, a moderate weight, and a high weight.

You can see the shift in allocation per pupil within each county grouping, the groupings of the counties divided in fifths.

Now, with no concentration effect, the chart is essentially the same as chart 1—$165 per child in each of the groups.

We then see that we shift the allocation with the low concentration effect up to $235 per child in the lowest income group and down to $142 in the highest income group. Similarly, we can see $271 for the lowest income group and $133 for the highest income group. And similar figures here are given with the high-concentration effect.

Mr. **Quie.** I guess I don't understand that. I thought when there was high concentration, it would work the same in the low-income group or the high-income group, you would concentrate in the schools that had the largest number of disadvantaged kids.

Mr. **Donaldson.** Yes, sir. This is not under the existing formula. These are variations we have looked at in which we give a weight to the cost factor that reflects the concentration of poor children within the county, so that it says that the dollars per child in the authorization formula are increased either to some extent, to a moderate extent, or to a great extent, depending on the percent of poor children within the county. This represents a variation from the existing formula.

Mr. **Quie.** That is a hypothetical chart if you concentrate it nationally into groups of counties that vary on the income group?

Mr. **Donaldson.** Yes, sir.

Mr. **Quie.** Thank you. Have you made tables showing how the distribution would work out per State?

Mr. Donaldson. Yes, sir.

Mr. Quie. Using that concept rather than the present?

Mr. Donaldson. Yes, sir. I believe we have some of those data with us today and, if we don't have all of the data with us, we have the corresponding data back at the office. We have created a computer program which, to the best of our ability, duplicates existing law. As we introduce variations within the formula, we incorporate those in the structure of the existing formula.

Each time we look at a different alternative, we are simply running the computer program which generates numbers which are to the county level and aggregated also back to the State level.

Mr. Quie. In your testimony, would you insert the distribution per State if we used this concept?

Mr. Donaldson. Yes, sir.

[The tables referred to follows:]

STATE ALLOCATIONS CORRESPONDING TO COL. 1, CHART 1 AND COL. 1, CHART 2—TOTAL ALLOTMENTS FOR 1973

ORSHANSKY, AFDC RATIO. $300, NO FLOORS

[Table is generated using the proportional method of reduction]

State	LEA	State agency	Administrative	Total
Alabama	$433, 382, 462	$700, 094	$440, 826	$44, 523, 381
Alaska	2, 186, 297	261, 771	150, 000	2, 598, 068
Arizona	14, 478, 944	1, 042, 983	155, 219	15, 677, 147
Arkansas	29, 413, 966	771, 501	301, 854	30, 487, 221
California	10, 867, 392	4, 990, 162	1, 128, 576	11, 986, 129
Colorado	13, 384, 969	1, 086, 156	150, 000	14, 621, 226
Connecticut	9, 696, 055	754, 429	150, 000	10, 600, 483
Delaware	3, 191, 360	334, 975	150, 000	3, 676, 335
Florida	55, 144, 078	5, 093, 654	602, 377	60, 840, 109
Georgia	56, 381, 567	697, 461	570, 790	57, 649, 818
Hawaii	3, 443, 241	89, 437	150, 000	3, 682, 678
Idaho	4, 040, 517	413, 764	150, 000	4, 604, 281
Illinois	60, 712, 736	1, 953, 022	626, 658	63, 292, 416
Indiana	30, 729, 437	1, 375, 342	321, 048	32, 425, 827
Iowa	11, 866, 750	387, 934	150, 000	12, 404, 684
Kansas	11, 346, 551	723, 528	150, 000	12, 220, 079
Kentucky	30, 590, 867	299, 782	308, 901	31, 199, 050
Louisiana	47, 935, 093	1, 121, 466	490, 566	49, 547, 124
Maine	7, 601, 561	326, 771	150, 000	8, 078, 332
Maryland	21, 457, 542	951, 831	224, 094	22, 633, 467
Massachusetts	20, 514, 498	1, 411, 375	219, 259	22, 145, 132
Michigan	48, 289, 057	3, 315, 860	516, 049	52, 120, 966
Minnesota	18, 242, 424	600, 057	188, 425	19, 030, 905
Mississippi	42, 656, 997	629, 015	432, 860	43, 718, 871
Missouri	32, 035, 792	1, 027, 846	330, 636	33, 394, 274
Montana	4, 647, 469	459, 375	150, 000	5, 256, 844
Nebraska	7, 867, 387	299, 113	150, 000	8, 316, 501
Nevada	1, 862, 890	98, 766	150, 000	2, 111, 655
New Hampshire	3, 457, 488	165, 876	150, 000	3, 773, 364
New Jersey	30, 439, 546	1, 966, 021	324, 056	32, 729, 623
New Mexico	11, 925, 841	544, 009	150, 000	12, 619, 850
New York	89, 289, 299	3, 206, 610	924, 964	93, 421, 373
North Carolina	52, 769, 358	1, 909, 585	546, 789	55, 225, 733
North Dakota	4, 412, 073	387, 440	150, 000	4, 949, 514
Ohio	51, 458, 271	2, 796, 096	542, 544	54, 796, 911
Oklahoma	19, 077, 583	727, 077	198, 047	20, 002, 707
Oregon	9, 761, 211	1, 122, 035	150, 000	11, 033, 246
Pennsylvania	58, 257, 727	2, 488, 746	607, 465	61, 353, 938
Rhode Island	3, 971, 963	225, 557	150, 000	4, 347, 520
South Carolina	42, 848, 214	928, 796	437, 770	44, 214, 780
South Dakota	5, 629, 505	171, 906	150, 000	5, 951, 411
Tennessee	43, 746, 460	781, 044	445, 275	44, 972, 779
Texas	143, 238, 865	8, 781, 855	1, 520, 208	153, 541, 028
Utah	4, 942, 835	285, 064	150, 000	5, 377, 900
Vermont	2, 296, 035	279, 917	150, 000	2, 725, 951
Virginia	43, 595, 888	1, 115, 049	447, 109	45, 158, 046
Washington	14, 025, 818	1, 361, 686	153, 876	15, 541, 480
West Virginia	15, 135, 292	369, 050	155, 043	15, 659, 386
Wisconsin	19, 485, 206	1, 113, 404	205, 986	20, 804, 595
Wyoming	1, 646, 119	156, 514	150, 000	1, 952, 634
District of Columbia	8, 445, 180	408, 037	150, 000	9, 003, 217
Total	1, 420, 823, 677	62, 509, 047	16, 667, 269	1, 499, 999, 993

STATE ALLOCATIONS CORRESPONDING TO COL. 2, CHART 1—TOTAL ALLOTMENTS FOR 1973

ORSHANSKY, AFDC RATIO, MAX (SAPPE, NAPPE), NO FLOORS

[Table is generated using the proportional method of reduction]

State	LEA	State agency	Administrative	Total
Alabama	$36,637,891	$654,776	$372,927	$37,665,593
Alaska	3,334,508	414,292	150,000	3,898,800
Arizona	13,169,420	974,886	150,000	14,294,306
Arkansas	28,937,585	721,561	296,591	29,955,738
California	92,024,501	4,667,143	966,916	97,658,561
Colorado	12,289,792	1,015,122	150,000	13,454,914
Connecticut	10,074,477	828,839	150,000	11,053,315
Delaware	3,510,122	361,030	150,000	4,021,152
Florida	51,065,177	4,763,936	558,291	56,387,404
Georgia	51,522,012	652,314	521,743	52,696,068
Hawaii	3,804,559	95,181	150,000	4,049,740
Idaho	3,598,962	383,588	150,000	4,132,150
Illinois	72,984,222	2,108,574	750,928	15,843,724
Indiana	30,654,054	1,286,315	319,404	32,259,773
Iowa	10,825,486	364,496	150,000	11,339,982
Kansas	9,885,182	675,509	150,000	10,710,691
Kentucky	27,150,028	280,376	274,312	27,705,517
Louisiana	42,287,452	1,048,872	433,363	43,769,687
Maine	7,031,974	305,075	150,000	7,487,049
Maryland	23,131,638	1,020,291	241,519	24,393,448
Massachusetts	18,786,679	1,372,732	201,594	20,361,004
Michigan	57,990,085	3,505,879	614,960	62,110,924
Minnesota	20,767,817	656,530	214,243	21,638,590
Mississippi	40,114,530	588,298	407,028	41,109,856
Missouri	29,953,833	961,312	309,151	31,224,297
Montana	4,291,868	426,629	150,000	4,868,497
Nebraska	7,028,649	279,160	150,000	7,457,809
Nevada	1,541,274	90,235	150,000	1,781,510
New Hampshire	3,423,535	153,896	150,000	3,727,431
New Jersey	31,908,385	2,427,228	343,360	34,679,372
New Mexico	10,120,184	507,749	150,000	10,777,933
New York	137,038,402	5,187,463	1,422,259	143,648,124
North Carolina	48,474,607	1,785,976	502,606	50,763,189
North Dakota	3,830,871	359,218	150,000	4,340,088
Ohio	52,725,269	2,615,102	553,404	55,893,775
Oklahoma	17,798,135	680,013	184,781	18,662,929
Oregon	8,405,874	1,165,905	150,000	9,721,779
Pennsylvania	57,241,494	2,462,128	597,036	60,300,658
Rhode Island	4,141,389	232,177	150,000	4,523,566
South Carolina	40,178,614	868,674	410,473	41,457,761
South Dakota	5,017,440	159,685	150,000	5,327,124
Tennessee	40,724,523	730,487	414,550	41,869,559
Texas	135,823,611	8,213,397	1,440,370	145,477,378
Utah	4,620,502	264,845	150,000	5,035,347
Vermont	2,223,049	258,643	150,000	2,631,693
Virginia	40,785,036	1,042,871	418,279	42,246,186
Washington	12,777,032	1,323,182	150,000	14,250,214
West Virginia	11,234,292	344,155	150,000	11,728,446
Wisconsin	23,768,980	1,151,147	249,201	25,169,329
Wyoming	1,518,344	147,275	150,000	1,815,619
District of Columbia	11,974,272	498,119	150,000	12,622,391
Total	1,420,148,018	63,082,683	16,769,291	1,499,999,992

STATE ALLOCATIONS CORRESPONDING TO COL. 3, CHART 1—TOTAL ALLOTMENTS FOR 1973

ORSHANSKY, AFDC RATIO, SAPPE, NO FLOORS

[Table is generated using the proportional method of reduction]

State	LEA	State agency	Administrative	Total
Alabama	$28, 529, 233	$460, 396	$289, 896	$29, 279, 525
Alaska	3, 974, 212	475, 843	150, 000	4, 600, 055
Arizona	13, 411, 417	966, 084	150, 000	14, 527, 501
Arkansas	18, 950, 752	497, 063	194, 478	19, 642, 293
California	114, 627, 305	5, 302, 889	1, 199, 302	121, 129, 496
Colorado	13, 512, 679	1, 096, 730	150, 000	14, 759, 409
Connecticut	12, 194, 445	948, 823	150, 000	13, 293, 268
Delaware	3, 945, 986	414, 172	150, 000	4, 510, 058
Florida	53, 525, 214	4, 944, 119	584, 693	59, 064, 026
Georgia	45, 156, 121	558, 598	457, 147	46, 171, 866
Hawaii	4, 202, 050	109, 147	150, 000	4, 461, 197
Idaho	3, 028, 717	310, 152	150, 000	3, 488, 869
Illinois	74, 863, 685	2, 408, 234	772, 719	78, 044, 638
Indiana	29, 905, 950	1, 338, 486	312, 444	31, 556, 880
Iowa	12, 759, 793	417, 128	150, 000	13, 326, 922
Kansas	11, 092, 936	707, 356	150, 000	11, 950, 292
Kentucky	21, 731, 913	212, 970	219, 449	22, 164, 332
Louisiana	42, 653, 716	997, 905	436, 516	44, 088, 138
Maine	6, 681, 779	287, 232	150, 000	7, 119, 010
Maryland	26, 269, 619	1, 165, 289	274, 349	27, 709, 257
Massachusetts	22, 788, 389	1, 567, 817	243, 562	24, 599, 768
Michigan	58, 312, 155	4, 004, 115	623, 163	62, 939, 433
Minnesota	22, 795, 773	749, 832	235, 456	23, 781, 061
Mississippi	24, 884, 375	366, 942	252, 513	25, 503, 830
Missouri	28, 737, 778	922, 032	296, 598	29, 956, 408
Montana	4, 608, 560	455, 529	150, 000	5, 214, 089
Nebraska	7, 890, 157	299, 979	150, 000	8, 340, 136
Nevada	1, 802, 746	95, 577	150, 000	2, 048, 323
New Hampshire	3, 288, 420	157, 765	150, 000	3, 596, 185
New Jersey	42, 928, 120	2, 772, 629	457, 007	46, 157, 756
New Mexico	10, 187, 963	464, 734	150, 000	10, 802, 697
New York	164, 975, 893	5, 924, 677	1, 709, 006	172, 609, 576
North Carolina	40, 099, 860	1, 451, 109	415, 510	41, 966, 478
North Dakota	3, 727, 760	327, 348	150, 000	4, 205, 108
Ohio	48, 763, 741	2, 649, 683	514, 134	51, 927, 558
Oklahoma	14, 781, 598	563, 350	153, 449	15, 498, 398
Oregon	11, 631, 313	1, 337, 001	150, 000	13, 118, 314
Pennsylvania	65, 825, 358	2, 812, 032	686, 374	69, 323, 764
Rhode Island	4, 688, 503	266, 247	150, 000	5, 104, 750
South Carolina	30, 399, 641	658, 956	310, 586	31, 369, 182
South Dakota	5, 001, 074	152, 716	150, 000	5, 303, 790
Tennessee	30, 041, 341	536, 355	305, 777	30, 883, 472
Texas	118, 827, 218	7, 285, 193	1, 261, 124	127, 373, 535
Utah	4, 047, 208	233, 412	150, 000	4, 430, 619
Vermont	2, 254, 377	274, 838	150, 000	2, 679, 215
Virginia	39, 998, 128	1, 023, 029	410, 212	41, 431, 369
Washington	15, 576, 065	1, 512, 180	170, 882	17, 259, 127
West Virginia	12, 084, 805	294, 672	150, 000	12, 529, 576
Wisconsin	23, 008, 741	1, 314, 742	243, 235	24, 566, 718
Wyoming	1, 790, 378	170, 231	150, 000	2, 110, 609
District of Columbia	11, 773, 276	568, 838	150, 000	12, 492, 113
Total	1, 418, 538, 235	64, 832, 176	16, 629, 583	1, 499, 999, 993

STATE ALLOCATIONS CORRESPONDING TO COL. 2, CHART 2—TOTAL ALLOTMENTS FOR 1973

ORSHANSKY, AFDC RATIO, $300, ALPHA-2.5, NO FLOORS

[Table is generated using the proportional method of reduction]

State	LEA	State agency	Administrative	Total
Alabama	$49, 703, 496	$443, 281	$501, 468	$50, 648, 245
Alaska	1, 902, 663	162, 623	150, 000	2, 215, 286
Arizona	14, 483, 743	660, 390	151, 441	15, 295, 574
Arkansas	37, 946, 555	488, 495	384, 350	38, 819, 400
California	93, 312, 534	3, 159, 642	964, 722	97, 436, 898
Colorado	12, 236, 850	687, 009	150, 000	13, 073, 859
Connecticut	7, 336, 536	475, 413	150, 000	7, 961, 949
Delaware	2, 721, 461	209, 183	150, 000	3, 080, 644
Florida	55, 389, 850	3, 225, 171	586, 150	59, 201, 170
Georgia	67, 362, 474	441, 614	678, 041	68, 482, 129
Hawaii	2, 719, 486	55, 748	150, 000	2, 925, 234
Idaho	3, 409, 886	259, 056	150, 000	3, 819, 042
Illinois	53, 011, 027	1, 236, 604	542, 476	54, 790, 106
Indiana	26, 521, 848	870, 831	273, 927	27, 666, 606
Iowa	9, 521, 716	244, 876	150, 000	9, 916, 591
Kansas	9, 750, 195	457, 096	150, 000	10, 357, 290
Kentucky	34, 094, 619	189, 814	342, 844	34, 627, 277
Louisiana	55, 214, 528	710, 083	559, 246	56, 483, 857
Maine	7, 149, 310	206, 545	150, 000	7, 505, 855
Maryland	20, 159, 686	602, 675	207, 624	20, 969, 984
Massachusetts	16, 524, 662	893, 647	174, 183	17, 592, 492
Michigan	41, 014, 131	2, 099, 517	431, 136	43, 544, 785
Minnesota	15, 603, 246	379, 940	159, 832	16, 143, 018
Mississippi	58, 163, 570	398, 276	585, 618	59, 147, 464
Missouri	32, 413, 266	650, 806	330, 641	33, 394, 713
Montana	4, 265, 366	288, 519	150, 000	4, 703, 885
Nebraska	6, 952, 176	188, 902	150, 000	7, 291, 077
Nevada	1, 427, 082	60, 700	150, 000	1, 637, 782
New Hampshire	2, 792, 186	103, 492	150, 000	3, 045, 678
New Jersey	25, 634, 225	1, 244, 834	268, 791	27, 147, 849
New Mexico	12, 720, 889	344, 639	150, 000	13, 215, 529
New York	81, 942, 246	2, 030, 343	839, 726	84, 812, 315
North Carolina	58, 128, 044	1, 209, 100	593, 371	59, 930, 515
North Dakota	4, 121, 339	243, 321	150, 000	4, 514, 660
Ohio	42, 781, 840	1, 770, 416	445, 523	44, 997, 778
Oklahoma	18, 870, 353	460, 367	193, 307	19, 524, 027
Oregon	8, 015, 225	708, 060	150, 000	8, 873, 285
Pennsylvania	50, 566, 647	1, 575, 810	521, 425	52, 663, 882
Rhode Island	3, 207, 243	140, 998	150, 000	3, 498, 241
South Carolina	55, 687, 731	588, 090	562, 758	56, 838, 579
South Dakota	5, 781, 969	108, 456	150, 000	6, 040, 425
Tennessee	48, 577, 000	494, 537	490, 715	49, 562, 253
Texas	176, 175, 664	5, 560, 445	1, 817, 361	183, 553, 470
Utah	4, 032, 257	178, 679	150, 000	4, 360, 936
Vermont	1, 906, 395	173, 719	150, 000	2, 230, 114
Virginia	48, 442, 257	706, 020	491, 483	49, 639, 760
Washington	11, 386, 859	860, 270	150, 000	12, 397, 129
West Virginia	15, 511, 412	233, 673	157, 451	15, 902, 536
Wisconsin	15, 996, 900	704, 979	167, 019	16, 868, 898
Wyoming	1, 329, 402	96, 216	150, 000	1, 575, 619
District of Columbia	9, 665, 473	258, 824	150, 000	10, 074, 297
Total	1, 443, 585, 616	39, 541, 747	16, 872, 629	1, 499, 999, 992

STATE ALLOCATIONS CORRESPONDING TO COL. 3, CHART 2—TOTAL ALLOTMENTS FOR 1973

ORSHANSKY, AFDC RATIO, $100, ALPHA-5, NO FLOORS

[Table is generated using the proportional method of reduction]

State	LEA	State agency	Administrative	Total
Alabama	$45, 188, 863	$328, 083	$455, 169	$45, 972, 116
Alaska	1, 694, 463	118, 767	150, 000	1, 963, 230
Arizona	14, 047, 812	488, 617	150, 000	14, 685, 928
Arkansas	46, 151, 496	361, 547	465, 130	46, 978, 174
California	76, 910, 081	2, 338, 529	792, 486	80, 041, 096
Colorado	11, 537, 052	508, 047	150, 000	12, 195, 099
Connecticut	5, 872, 191	350, 179	150, 000	6, 372, 370
Delaware	2, 611, 023	153, 794	150, 000	2, 914, 818
Florida	55, 296, 946	2, 387, 029	576, 840	58, 260, 814
Georgia	70, 555, 256	326, 850	708, 821	71, 590, 927
Hawaii	2, 544, 752	40, 951	150, 000	2, 739, 704
Idaho	2, 976, 167	190, 157	150, 000	3, 316, 544
Illinois	58, 430, 991	915, 241	593, 462	59, 939, 694
Indiana	27, 258, 746	644, 524	279, 033	28, 182, 303
Iowa	8, 195, 494	180, 785	150, 000	8, 526, 279
Kansas	8, 255, 280	337, 390	150, 000	8, 742, 670
Kentucky	33, 222, 167	140, 486	333, 627	33, 696, 280
Louisiana	53, 929, 893	525, 550	544, 554	54, 999, 998
Maine	6, 925, 364	152, 749	150, 000	7, 228, 113
Maryland	19, 954, 273	446, 055	204, 000	20, 604, 330
Massachusetts	13, 682, 892	661, 111	150, 000	14, 494, 002
Michigan	45, 639, 660	1, 553, 905	47, 936	47, 665, 501
Minnesota	15, 396, 115	281, 203	156, 773	15, 834, 091
Mississippi	66, 723, 602	294, 774	607, 184	67, 688, 560
Missouri	32, 952, 788	481, 677	334, 345	33, 768, 810
Montana	4, 106, 774	212, 919	150, 000	4, 469, 693
Nebraska	6, 193, 253	139, 445	150, 000	6, 482, 697
Nevada	1, 075, 700	43, 546	150, 000	1, 269, 247
New Hampshire	2, 760, 346	76, 194	150, 000	2, 986, 540
New Jersey	18, 887, 682	921, 332	198, 090	20, 007, 104
New Mexico	11, 388, 027	254, 723	150, 000	11, 792, 750
New York	73, 499, 261	1, 502, 707	750, 020	75, 751, 988
North Carolina	59, 578, 020	894, 885	604, 729	61, 077, 634
North Dakota	3, 651, 210	178, 960	150, 000	3, 980, 170
Ohio	44, 545, 368	1, 310, 329	458, 557	46, 314, 253
Oklahoma	18, 920, 047	340, 729	192, 608	19, 453, 383
Oregon	5, 622, 952	520, 359	150, 000	6, 293, 311
Pennsylvania	47, 088, 282	1, 166, 296	482, 546	48, 737, 123
Rhode Island	2, 940, 483	103, 614	150, 000	3, 194, 098
South Carolina	62, 624, 062	435, 260	630, 593	63, 689, 915
South Dakota	5, 558, 894	80, 183	150, 000	5, 789, 076
Tennessee	51, 022, 818	366, 019	513, 888	51, 902, 725
Texas	198, 123, 157	4, 115, 423	2, 022, 386	204, 260, 966
Utah	3, 686, 021	131, 506	150, 000	3, 967, 527
Vermont	1, 872, 667	127, 521	150, 000	2, 150, 187
Virginia	51, 298, 929	522, 543	518, 215	52, 339, 687
Washington	9, 406, 108	635, 019	150, 000	10, 191, 127
West Virginia	11, 158, 804	172, 395	150, 000	11, 481, 198
Wisconsin	18, 325, 328	521, 772	188, 471	19, 035, 571
Wyoming	1, 162, 084	69, 789	150, 000	1, 381, 873
District of Columbia	13, 260, 380	192, 313	150, 000	13, 602, 693
Total	1, 453, 709, 744	29, 243, 783	17, 046, 466	1, 499, 999, 992

STATE ALLOCATIONS CORRESPONDING TO COL. 4, CHART 2—TOTAL ALLOTMENTS FOR 1973

ORSHANSKY, AFDC RATIO, $300, ALPHA-10., NO FLOORS

[Table is generated using the proportional method of reduction]

State	LEA	State agency	Administrative	Total
Alabama	$46, 916, 783	$213, 727	$471, 305	$47, 601, 815
Alaska	1, 563, 306	76, 313	150, 000	1, 789, 619
Arizona	13, 999, 963	318, 256	150, 000	14, 468, 219
Arkansas	50, 684, 460	235, 527	509, 200	51, 429, 187
California	70, 166, 953	1, 523, 417	716, 904	72, 407, 273
Colorado	11, 016, 231	330, 713	150, 000	11, 496, 944
Connecticut	4, 852, 276	226, 919	150, 000	5, 229, 195
Delaware	2, 406, 842	99, 324	150, 000	2, 656, 167
Florida	55, 377, 189	1, 555, 011	569, 322	57, 501, 522
Georgia	75, 107, 887	212, 924	753, 208	76, 074, 019
Hawaii	2, 222, 693	26, 363	150, 000	2, 399, 056
Idaho	2, 696, 002	122, 975	150, 000	2, 986, 977
Illinois	55, 491, 600	596, 227	560, 878	56, 648, 704
Indiana	25, 509, 112	419, 870	259, 290	26, 188, 272
Iowa	7, 161, 007	117, 459	150, 000	7, 428, 466
Kansas	7, 525, 202	219, 378	150, 000	7, 894, 579
Kentucky	34, 422, 260	91, 519	345, 138	34, 858, 916
Louisiana	56, 461, 243	342, 366	568, 036	57, 371, 645
Maine	6, 724, 095	99, 430	150, 000	6, 973, 525
Maryland	19, 410, 221	290, 579	197, 008	19, 897, 808
Massachusetts	11, 913, 182	429, 954	150, 000	12, 493, 136
Michigan	42, 719, 284	1, 012, 279	437, 316	44, 168, 879
Minnesota	14, 259, 182	183, 118	150, 000	14, 592, 299
Mississippi	73, 839, 236	192, 028	740, 313	74, 771, 577
Missouri	33, 156, 354	313, 785	334, 701	33, 804, 840
Montana	3, 947, 721	138, 439	150, 000	4, 236, 160
Nebraska	5, 771, 208	90, 672	150, 000	6, 011, 879
Nevada	887, 138	27, 445	150, 000	1, 064, 584
New Hampshire	2, 456, 874	49, 173	150, 000	2, 668, 146
New Jersey	16, 719, 595	600, 195	173, 198	17, 492, 988
New Mexico	11, 530, 585	165, 947	150, 000	11, 846, 532
New York	69, 900, 516	978, 927	708, 794	71, 588, 237
North Carolina	61, 800, 532	582, 966	623, 835	63, 007, 332
North Dakota	3, 506, 242	116, 331	150, 000	3, 772, 573
Ohio	40, 827, 253	853, 604	416, 809	42, 097, 665
Oklahoma	18, 841, 090	221, 965	190, 631	19, 253, 686
Oregon	4, 861, 017	337, 522	150, 000	5, 348, 538
Pennsylvania	43, 686, 756	759, 775	444, 465	44, 890, 996
Rhode Island	2, 604, 293	66, 912	150, 000	2, 821, 205
South Carolina	68, 477, 090	283, 547	687, 606	69, 448, 243
South Dakota	5, 601, 728	52, 238	150, 000	5, 803, 966
Tennessee	53, 183, 819	238, 440	534, 223	53, 956, 482
Texas	213, 796, 972	2, 680, 960	2, 164, 779	218, 642, 712
Utah	3, 291, 641	85, 248	150, 000	3, 526, 889
Vermont	1, 702, 871	81, 966	150, 000	1, 934, 837
Virginia	53, 523, 810	340, 407	538, 642	54, 402, 859
Washington	8, 241, 025	412, 704	150, 000	8, 803, 729
West Virginia	10, 868, 099	112, 258	150, 000	11, 130, 357
Wisconsin	16, 857, 411	339, 904	171, 973	17, 369, 288
Wyoming	1, 020, 240	44, 372	150, 000	1, 214, 612
District of Columbia	14, 275, 482	125, 372	150, 000	14, 550, 854
Total	1, 463, 795, 669	19, 036, 750	17, 167, 574	1, 499, 999, 993

The Procedure for Reducing Grants: The underlying question in the reduction procedure is whether the grants for all children should be reduced in the same proportion or whether some should receive preferential treatment. In the present title I allocation procedure, the grants for State agencies are exempted from reduction. In the first year of title I, this was of little consequence: the funding per child in State programs was 18 percent greater than in local programs. This differential in funding has, however, grown over the years as can be seen in chart 3.

[Chart 3 follows:]

CHART 3.—AVERAGE DOLLAR ALLOTMENT PER CHILD

Fiscal year	1966	1967	1968	1969	1970	1971 [1]	1972 [1]
SA	$243	$239	$263	$297	$328	$368	$413
LEA	206	164	168	149	170	175	168

[1] Part A.

Mr. DONALDSON. Across the top we have fiscal year 1966 through fiscal year 1972. These are average sums per child at the local level and for State agency children. We see the gap as 18 percent here, $243 at State level and $206 at local level, but by 1972, reflecting part A of title I only, we have $413 per eligible child (State agency) as opposed to $168 per child (local agency).

Mr. QUIE. How does it happen that the amount distributed for the local agency is reduced so much? Is this per eligible child?

Mr. DONALDSON. This is per eligible child.

Mr. QUIE. And the eligible children stayed about the same through all that period?

Mr. DONALDSON. Yes, sir; but the number of State agency children has increased, and they are fully funded and their money comes off the top, so these children here (LEA's) are receiving a continually reduced share.

Mr. QUIE. That has had an effect of continually reducing the share for LEA?

Mr. DONALDSON. Yes, sir. There have been some increases in the LEA children due to the incorporation of the AFDC count. We could give you data on that if you would like.

Mr. QUIE. But there has also been increasing funding, hasn't there?

Mr. DONALDSON. Yes, sir.

It is questionable that the children funded under State agencies, who constitute only 4 percent of the title I children, should receive nearly 10 percent of the funds. Apparently it has not been established that the cost of compensatory education differs between the two groups; and if this were established, the cost factor would seem to be the appropriate place for the differential cost to be represented.

The inconsistency in the present reduction procedure stands out clearly in the case of the neglected and delinquent children. There are 69,000 of these children in institutions administered by local agencies and another 61,000 such children in agencies administered at the State level. The latter group receives a substantially higher level of funding than the former by virtue of an accident of administrative arrangement.

Taking into account the underlying consideration of equity, it would seem that unless and until needs for unequal funding levels for various categories of children are established, the reductions for underfunding should apply in the same proportion to all grants. If such differential needs are established, the cost factor should be considered as a candidate for reflecting those differential needs.

Another aspect of the reduction procedure is the "hold-harmless" provision for protecting agencies from sizable decreases in funding levels. The authorizing legislation for Title I provides a funding floor for each State at its fiscal year 1967 funding level.

However, in every fiscal year since that floor was provided, the appropriation has overridden it with an ad hoc floor provision. Indeed, the floor provisions over the history of title I have been different in every year except two. We interpret this as symptomatic of congressional dissatisfaction with the existing floor provision. In any case, this variation from year to year makes the floor unpredictable from the viewpoint of the agencies receiving the grants. Although the floor applies to grants for local educational agencies, it applies only to the aggregate of such grants within each State. Thus the grant to a local agency sometimes is reduced even while the State aggregate is held at the floor.

Less obvious is the fact that the floors have unequal application among the States. In the history of title I, four States have been held at a floor in all but 1 year. At the other extreme, six States have benefited from the floor only once, and one State never has. A State having a relatively low floor can suffer a substantial decrease in funding, while a State with a relatively high floor cannot.

There are at least three promising alternative hold-harmless provisions, all of which would most effectively be applied at the county level. The first is a constant floor—for example, each county's fiscal year 1972 allotment level—that would apply for several years. The second is a self-updating floor, such as 90 percent of the preceding year's allotment. The third hold-harmless alternative is not a floor; it is a smoothing formula that moderates the year-to-year transitions for all counties whether their allotments are increasing or decreasing.

This procedure would determine the allotment in two parts, the first being a percentage—say 80 percent—of the preceding year's allotment and the second being the county's share of the remaining appropriated funds according to the current year's authorizations.

Next to the problem of updating the enumeration, this problem of a hold-harmless provision is the most vexing from the standpoint of technical analysis. What looks like a simple procedure often becomes very subtle because an adjustment to one State or county can affect all the others. Thus the evaluation of a hold-harmless provision requires an empirical test with historical and/or projected allocation data covering a span of years. For this reason, the selection of the most effective provision for the future must be based on allocation data generated by the formula to be used in the future. Our analysis of this will be continuing as the future formula becomes more clear to us.

Summary: Chart 4 summarizes some of the points that have been introduced during the course of my presentation. These points reflect possible formula adjustments that we believe would lead to improved distributional outcomes for title I.

[Chart 4 follows:]

CHART 4.—POSSIBLE FORMULA ADJUSTMENTS

Component	Response
Enumeration	Orshansky count with improved updating procedure.
Cost	Value judgment, possibly reflecting concentration needs.
Reduction	Proportional procedure for all groups.
Hold-harmless	Formalize and implement orderly procedure.

Mr. DONALDSON. On the left of chart 4 we have components: enumeration, cost, reduction, and hold-harmless. On the right are possible responses. The Orshansky count with an improved updating procedure. For cost, we indicate value judgment, possibly reflecting concentration needs. For reduction, we have the proportional procedure for all groups. Finally, the response with respect to hold-harmless is to formalize and implement an orderly procedure.

In closing, I should again like to point out that these observations relate only to our technical analyses and are not intended to relate to any pending legislation or policy matters.

Mr. LEHMAN [presiding]. Thank you very much for your presentation. I will yield to Mr. Quie, the ranking Republican member of the committee.

Mr. QUIE. Why haven't you considered the possibility of using IRS information? I understand IRS information could be utilized without divulging who the individual was and you have information of the address of the person, so you could do it on a county-by-county basis. Have you considered that?

Mr. DONALDSON. Yes, sir, we did look into the possibility of using IRS data, and it was suggested to us that, in enumerating poor people, they are the least likely to file tax returns and this might be less than reliable as a means of counting.

Mr. QUIE. What percentage of poor people—say those under $4,000—would not be filing a return? Do you have an estimate on that?

Mr. DONALDSON. I do not have at hand that information. I don't know.

Mr. QUIE. Do you have that estimate any place that you could make available to us?

Mr. DONALDSON. We could certainly check. We do not have it in our files, to my knowledge.

Mr. QUIE. We should be able to have comparison with information you got in the census data and totals that are available in IRS and an estimate on the numbers.

How was it that you would update the information that comes from the census that is taken every 10 years? You mentioned it there, but I could not quite get how you go about updating that data.

Mr. DONALDSON. In fact, as late as Friday, we were in contact with the Census Bureau discussing some of these possibilities, so it is a currently evolving subject. At the present moment, it would appear that a plausible approach would be to consider using the current population survey that is being provided by the Census Bureau. With some effort, its reliability could be increased and this would be useful for updating State totals of the enumeration that we would use from the decennial census or AFDC. I guess it could be for the $3,000 factor as well.

Within the State, there is a variety of possibilities that we are in the process of now examining. I could mention three or four if you would like me to.

Mr. QUIE. Let me finish with the State first. How big a sample do you take to get updating within the State instead of Census and AFDC?

Mr. DONALDSON. As far as the sample the Census Bureau is currently using for their current population survey, I know the kind of information requested, but I do not know the size of their samples. Maybe I could turn to Mr. Kim.

Mr. **Kim.** I think currently it is about 50,000 families in all, in some classes of which there are various income categories devised from this 50,000, but that is the sample size.

Mr. **Quie.** Is that a random sample, or are they selected from the families that they had previously looked at in the 1970 census?

Mr. **Kim.** They replace 10 percent—may I check with Mr. McDowell? He has more knowledge on this.

Mr. **McDowell.** The sample in the current population survey is designed to correspond in composition with the 1970 census, and each year 25 percent of the families sampled are dropped from the sample, and a new 25 percent is added; so there is a 75 percent overlap in adjacent years.

Mr. **Quie.** Is this updating on an annual basis?

Mr. **McDowell.** Yes.

Mr. **Quie.** Do you use the same number, 50,000, in Delaware and 50,000 in the State of New York, which vary so dramatically in the number of people?

Mr. **McDowell.** The 50,000 is the national total, so it is a very thin sample, and it does cover all States, but there are certain areas of certain States that are not represented.

Mr. **Quie.** That would be pretty inaccurate if you are going to distribute money on State-by-State basis and we are using only 50,000 in the whole Nation?

Mr. **McDowell.** We have been discussing with them obtaining estimates of cost for the Census Bureau to upgrade the reliability of the survey, therefore increasing the size of the sample.

I would agree with your question, that with that size sample, I believe that the confidence that you could have at that point might be something that you would want to consider very strongly. It can be improved upon.

Mr. **Quie.** Did the Census Bureau take a sample in 1969?

Mr. **McDowell.** Yes.

Mr. **Quie.** Have you compared that with the results of the 1970 census?

Mr. **McDowell.** Yes, they have. The two samples are taken differently in a number of technical respects, so that the numbers are not comparable, and the Census Bureau makes numerous cautions to this effect; but what can be done is to use the Decennial Census for the geographic distribution and to use the current population surveys as an indicator of the rate of change.

Mr. **Quie.** If the factors were so different between the 1969 sample and 1970 census that you can't compare them, that is like Gallup doing his polling differently so you can't tell whether or not he is accurate as to the outcome of the election.

Now, why is it that there was not that kind of comparability so you could prove or disprove the accuracy? It seems to me that is the kind of judgment we could make—take a look at 50,000 that you took in 1969 and, if you had some accuracy, we could have some confidence in using that.

Do we have anything that you proved out or disproved in the 1970 census that you could show the validity of the sampling?

Mr. **Donaldson**. In our group, we have been looking at alternatives. Up until Friday, we did not have this information available to us. We have been looking at alternative methods of updating which we have begun testing from 1960 census data and projecting forward to 1970.

Having just gotten this indication on Friday that there may be a possibility of improving reliability of this information, we haven't had the opportunity yet to begin to do certain statistical analyses within our own group on it, and I think the only thing we could report on is what they in the Census Bureau advised us on.

Mr. **McDowell**. I could mention some of the technical aspects that you are asking about. This is information we were given by the Census Bureau. One of the differences is that the income questions that are asked are different in the decennial census and in the current population Survey.

Another difference is that, in the current population survey, it is a face-to-face interview, while much of the decennial census is now done by mail, and a related factor is that the nonresponse rate can differ in the two surveys.

Another problem is that the identification of farm households in the two surveys is done differently. And, finally, members of a second family within a dwelling unit but unrelated to the primary family are identified differently in the two surveys.

Now, the conclusion that we are given by the Census Bureau is that the actual numbers of persons estimated in the two censuses should not be compared, but that the rate of change indicated by the current population survey can be validly applied to the decennial census.

Mr. **Quie**. But there is a whale of a difference between mail surveys and face-to-face questioning, isn't there?

Mr. **McDowell**. I am not a demographer, but I believe that is true.

Mr. **Quie**. I recall, with the Department of Agriculture surveys done through mail, one year they were 56 percent off on the actual increase in beef production. That is a pretty wide margin of error. I think there is a tendency to have that wide margin of error on mail surveys. That is why the scientific pollsters don't resort to mail surveys. They find it is so inaccurate they can't utilize it. So they use the face-to-face survey.

I guess I am still a big doubter of whether you can update that information sufficiently.

As you do update it, what do you find out specifically about the children? When the 1970 census was taken, you knew all of the children of the various ages. As each year goes along, there is another group of children who have left school and another group who have entered school and possibly from different families.

To what extent is that taken into consideration in the annual surveys?

Mr. **McDowell**. The current population survey does have some age breakdown, but it is not applied to the poverty portion of the statistics because of the thinness of the sample.

Mr. **Quie**. So there again we wouldn't find out anything of value because we are trying to find out the number of children in the poverty families. Let's go on to the problem within the State of trying to find a survey per county; just as there is movement from State to

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State, there is tremendous movement within the State. In fact, the movement is greater there than it is from State to State——

Mr. DONALDSON. Sir, may I go back to an earlier point you made? I believe the mail order survey is with respect to the decennial census, and therefore it is the annual census that is face to face; so, although it is the smaller sample, it is based on the more reliable technique.

Mr. QUIE. Well, the decennial census is face to face?

Mr. McDOWELL. In many of the urban areas in the 1970 census, it has now been converted to mail.

Mr. QUIE. Well, in my area, the enumerators were out seeing everybody face to face. So you can't say that the whole thing, then, was by mail?

Mr. McDOWELL. No; certainly not, just in urban areas.

Mr. QUIE. I see. Go ahead with the problem, then, of updating the information within the State, because you finally have to get it down to the county for distribution on the entitlement formula.

Mr. DONALDSON. A the present time, the majority of our alternatives for the intrastate updating process depend on the use of the AFDC data; as I mentioned in my statement, we had considered the school lunch data, but the school lunch data were produced in years where there was less uniformity than there may well be under the new law. So we have relied on AFDC data.

There are several different methods that we have been considering with the use of these data. If you would like, I can list several of them.

Mr. QUIE. I wish you would.

Mr. DONALDSON. One of them is based on the notion that one has the total increase for the State from last year to this year, and the AFDC data for the State for each county is then used to distribute the increase for the total State among the counties, and this increment is added then to the original county estimate.

Mr. QUIE. In the Orshansky formula, you don't use AFDC?

Mr. DONALDSON. No, sir; not in the first year.

Mr. QUIE. Do you after the first year?

Mr. DONALDSON. The Orshanksy data would be adjusted at the county level by the rate of change in AFDC, but it would not be added as it is in the present method. So that the majority of our alternatives now are considering various ways of applying rates of change in the population as measured by AFDC, and there are various ways of applying this percentage change.

The first one that I started to mention was to take the total increase as indicated by the current population survey from last year to this year, distributing that increase over the State based on the increases in AFDC counts for each county. Those data one would have.

If I may, I would like to check my list of them.

Mr. QUIE. How do you translate rates into the actual count then?

Mr. DONALDSON. One county may, in a previous year, have had 2,000 AFDC children counted, and current data show that we now have 2,100. So that there has been an increase of 100 in this particular county.

Now, we then would look at the increases for all counties and add all of these together for the State including all counties, and the 100 would determine its share—100 versus the total State increase in AFDC—and we would proportionally allocate the increase indicated by the current population survey. So that the rate there is its share of the increase within the State.

Another method would be to show a county's own increase this year over the previous year. That would be—for example, in the case of my numbers, an increase from 2,000 to 2,100, or 5-percent increase; one would then adjust the county value by updating it 5 percent.

Now, I could supply to you a more carefully stated set of alternatives to insert in the record, if you would like.

Mr. QUIE. OK.

[The supplemental statement referred to follows:]

ALTERNATIVE INTRASTATE UPDATING METHODS

Four methods are currently being considered for providing an updated enumeration of eligible children at the county level (other than institutional children). The first three involve adjustments to the initial distribution obtained from the decennial census. The fourth is a separate enumeration, independent of the decennial census.

1. Adjust each county's enumeration by the amount of year-to-year change in the state total. In this method each county's share of the state total remains fixed between years of the decennial census.
2. Adjust each county's enumeration by the percentage change in the AFDC count for that county.* Then readjust the data for all counties in a state proportionately to conform to the state totals derived by other means.
3. Adjust each county's enumeration by an increment proportional to the increment in the county's AFDC count. The adjustment is scaled in size in order to insure that the sum of adjusted county enumerations within a state add up to the known state enumeration.
4. Use the most recently available AFDC count for each county, irrespective of census data.

Mr. QUIE. If you use the school lunch survey—isn't that a voluntary certification?

Mr. DONALDSON. I will turn to Mr. McDowell.

Mr. MCDOWELL. That is our information about it, although we are told that a recent amendment to the School Lunch Act may leave less of this of a voluntary nature, so that there would be less option available at the local level; but I don't have a thorough understanding of that.

Mr. QUIE. After the money is distributed to the State and then to the county and to the school district—which is a problem in the counties where there is more than one school district—then there is a concentration of money in the schools that have the highest percentage of poverty.

In that case, the school has to identify the individuals who are low income in order to find out; so, as you mentioned on page 4, you say:

> It is important to recognize that the use of economic data to enumerate the eligible children on the national level does not impose any conditions on the identification of the children who are actually to participate within Title I schools.

However, locally there is such identification if they are going to concentrate, is that not correct?

Mr. DONALDSON. They are now doing that, yes, sir.

Mr. QUIE. So have you looked at that information at all, then, to try to do any updating and also look at the accuracy by which they make the determination? It has been testified that there is actual questioning of the families to find out what their incomes are. In Minnesota schools, there was a request to do a sight estimate. I don't know how the teacher looks at the child and determines the income of the parent, but that is what they were asked to do.

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*In this and the methods that follow, the AFDC count is the number of children (ages 5–17 or 0–20, depending on data availability) in families receiving AFDC payments in any amount, except those in the optional unemployed-parent program.

Mr. Donaldson. Yes, sir; I could make a few comments. Before the census data for 1970 became available to us this past fall, we had spent some part of our time preparing for the analyses of using the 1970 census data; but, in addition to that, we did devote a small part of our effort to looking into what we referred to as the subcounty distributional process.

We did not complete that analysis, because the census data became available. The extent to which we did get into it, however, as we found it, there is a degree of variety existing from one State to the next in terms of the subcounty process used, and I really don't feel quite competent to comment on how individual teachers may be doing it in their classrooms.

We do know that, in some school districts that we visited—which were very, very small—the person in charge of title I knew personally all of the children in the school district. Clearly that does not help too much in a large urban area.

Mr. Quie. No. Under the Orshansky determination of poverty, you use family size, which I think, is valid and the other one is whether or not the family lives on a farm. How do you count a person who lives on the farm? How big is the acreage that would be included on the farm and what percentage of their income do they have to earn from the farm in order to be considered?

Mr. McDowell. I believe the distinction is as to whether at least $50 of farm products are sold in a year. If so, it is considered a farm. Otherwise it makes no difference what the acreage is.

Mr. Quie. Or what the outside income is?

Mr. McDowell. I believe that is correct.

Mr. Quie. So if a person works in a factory and lives on 40 acres and rents some of that land out to put in corn, cotton, or what have you and that owner derives at least $50 gross from it, he is considered a farmer. Here are two people living on a farm. Why would they be looked at as in a different situation? Would one expect to have his housing cheaper, the fact that he can have a garden, or what? I know the factory earner is not poverty stricken, but the principle would still be the same.

Mr. Donaldson. I think that one of the items of information you have to look at is the differential that is allowed for because it is farm versus nonfarm. I am not sure how great the differential is. I don't believe it is a great amount.

Mr. McDowell. I believe the low-income threshold for a farm family is 85 percent of that for a nonfarm family. The rationale, as I understand it, is that the farm family is likely to grow some of their own food whereas the nonfarm family is likely not to. That, of course, is valid only in the gross, because there will certainly be instances that counteract that.

Mr. Quie. What is the figure that is now used for the poverty threshold for farm or nonfarm? Do you have the dollars-and-cents figures? I don't see that in your testimony.

Mr. Donaldson. We do have it, but we can't seem to locate it.

Mr. Quie. Why don't you either submit it when you find it there or else put it in the record, because I would like to know what is the most current figure that is being used.

[The supplemental statement referred to follows:]

WEIGHTED AVERAGE THRESHOLDS AT THE LOW-INCOME LEVEL IN 1971

Size of family	Total	Nonfarm	Farm[1]
All unrelated individuals	$2,033	$2,040	$1,727
Under 65 years	2,093	2,098	1,805
65 years and over	1,931	1,940	1,652
All families	3,700	3,724	3,235
2 persons	2,612	2,633	2,219
Head under 65 years	2,699	2,716	2,317
Head 65 years and over	2,424	2,448	2,082
3 persons	3,207	3,229	2,745
4 persons	4,113	4,137	3,527
5 persons	4,845	4,880	4,159
6 persons	5,441	5,489	4,688
7 or more persons	6,678	6,751	5,736

[1] The farm population consists of all persons living in rural territory on places of less than 10 acres yielding agricultural products which sold for $250 or more in the previous year, or on places of 10 acres or more yielding agricultural products which sold for $50 or more in the previous year.

Source: Current Population Reports, series P-60, No. 86, U.S. Bureau of the Census, December 1972.

Mr. Quie. On the cost factor, one of the things that has bothered me is the dramatic difference between States in certain regions. Take, for instance, New York and Pennsylvania, where there is a huge difference in the amount allocated per child. Have you looked at those differences? Usually there is talk of a difference between New York and Mississippi and supposedly it costs less to live in Mississippi or the teacher salaries are lower in Mississippi, but there isn't much of a difference between rural New York on one side of the State line and rural Pennsylvania on the other side of the line. There is a large difference in the payment. Have you looked at that difference in the cost factor?

Mr. Donaldson. If I may answer it this way, in most of our analyses, we have tended to look at the entire aggregate of the counties of the United States and wherein I indicated in our testimony that we were considering the counties on the basis of per capita income, we have looked at them also in terms of their percentage of poverty.

Now, we have not singled out, except in a rare case, an individual county and compared it with other counties. We do have one piece of information where we took a sample of the counties and compared urban versus suburban versus rural type counties but, in general, we have not focused on individual counties.

Mr. Quie. I think it would be worth your while to look at that, because you have these five categories, the lowest income up to the highest income, and three in between. Nationally I can give you one picture. However, in some States—take, for instance, in New York, they could have counties that are in the very low income and one that is right up there in the highest five. The same thing can occur in Maryland. But the difference in payments per eligible child in each of those States varies dramatically. It seems to me your chart 1 could come out differently if you dealt with a specific State rather than nationally.

Mr. Donaldson. We have all of that information available. In terms of what we chose to present this morning, we attempted to limit it somewhat. It was, however, somewhat that motivation that caused us to begin looking at the concentration effect in the sense that we were troubled, from a distributional point of view, that one county in one State as compared with another county in another State—those two counties may have the same per capita income, they might even have the same percentage of poor children, and yet, because one happened to be in a State with a high average per pupil expenditure, the amounts of money allocated for that county would be higher, by virtue of the State that it was in, than the county that was in another State.

This is the reason why we chose to look at things on a county basis, individual counties, without looking at them by names, so to speak.

Mr. QUIE. Is that information available, then, so that somebody from my staff could look at it?

Mr. DONALDSON. Yes, sir. We have more information than we could bring down.

Mr. QUIE. Thank you, Mr. Chairman.

Chairman PERKINS. Now, you state in your study that, although the cost of living in New York City is only 12 percent higher than in Atlanta, Ga., the State expenditure for education is 130 percent higher. Could you explain how the use of the State average expenditure for education as proposed in the administration bill—the payments vary as between the States—would a flat payment of $300 per student lead to more equitable treatment when you have 131 percent variance in educational payments?

Mr. DONALDSON. I would have to think a little bit before I would be able to answer the question, because I am not very familiar with the administration proposal at this time.

Chairman PERKINS. Well, if it cost 12 percent more to live in New York City than Atlanta, Ga., the payments should not be more than 12 percent greater in New York if we are going to treat all children equitably, am I correct?

Mr. DONALDSON. If I recall correctly, the 12-percent figure is based on Bureau of Labor Statistics estimates as to a subsistence type of income in those two cities and we used this as an indication of the possibility of being concerned with lack of regional parity in various cost figures. We were not attempting, however, to imply that we had a judgment that you should or should not attempt to reflect the difference in cost of education. The cost difference in education in Georgia as versus New York is still reflected in the average per-pupil expenditures.

Chairman PERKINS. From your study how would you suggest that we allocate the funds the most equitable way?

Mr. DONALDSON. The way that we have been working is to look to the county to consider—if I may, with respect to my summarization chart—which, I believe, you have a copy of before you—we found that the Orshansky met most of our criteria for data.

We worked essentially with five criteria in looking at data: national uniformity, completeness, reliability, regional parity and up-to-dateness. And we found that the Orshansky came closer to satisfying those than the other measures that we had evaluated.

We would consider some form of updating mechanism. We feel there is a need to adjust the data from year to year.

Chairman PERKINS. Do you feel a flat figure of $300 per child would be more equitable treatment?

Mr. **Donaldson.** No sir. If we implied that in our presentation that was a mistake on my part; we did say the choice was one based on judgment, not analysis.

Chairman **Perkins.** Your study points out the fact that, because State programs must be fully funded before making grants to local educational agencies 4 percent of the title I children in State programs, receive 10 percent of the funds. H.R. 69 would separate the State programs and give them their own authorization. Do you feel that we should do this in order to more equitably allocate funds?

Mr. **Donaldson** We found that, within title I as it exists now, it was very hard for us to determine why the State agency children should receive preferential treatment when some of the same children were in local institutions but just in different States and therefore did not receive the full funding.

Chairman **Perkins.** The Better Schools Act uses census data for the distribution of title I funds without any mechanism for an annual updating of the census information. Do you agree with that approach, or should there be an updated mechanism and, if so, what would you suggest?

Mr. **Donaldson.** It may be that, because title I in the past contained in it an updating mechanism, we assumed that an updating mechanism was desirable; and therefore assuming one wanted one, we were looking for the best possible updating mechanism.

As to whether or not you would like to have updating or whether one would find it preferable to maintain a constant count of children, I think that is somewhat a matter of judgment. And if you chose to have updating—I think we did make some comments within that context.

Chairman **Perkins.** Getting back to my original question, the differential in cost of education between New York and Atlanta, Ga., and between California and Atlanta, Ga., is it your judgment, based on your own study, that State average per-pupil expenditures from State to State reflect actual cost differentials or educational quality differences?

Mr. **Donaldson.** Let me interject first that, when one uses the State per-pupil expenditure, that in itself is a statistic in that it represents the entire State, whereas many States have many different expenditure rates within them, and therefore what it represents is an aggregate number.

Now, within the State, based on the data that we have available to us—the per-pupil expenditures in general correlate with the per-capita income, and therefore the one thing that I would infer is that it reflects an ability to pay.

As to whether or not it reflects a quality of education, I think there are many examples that have been cited that would contradict any generalization I would make.

Chairman **Perkins.** There was an article in The Washington Post last Sunday which said that a task force has been organized to revise the Orshansky index because of dissatisfaction with its equity. Both your study and the Better Schools Act recommend use of the present Orshansky index. Do you think we should use this index if there are these problems with it, or have you had problems with this index up to now?

Mr. **Donaldson**. I would like to answer the question, but it is a personnel opinion because, obviously, since the questions were just raised this weekend, we have done no analysis to support it.

My personal opinion is that, for the purposes of title I, the issues that were raised in that article and by the task force are to a different end than attempting to identify the children that should benefit from a title I or equivalent type of distribution.

Chairman **Perkins**. What is your analysis of the allocation of funds to the States on a test score basis? As proposed in the so-called Quie bill.

Mr. **Donaldson**. When we began our study—I guess this was nearly 2 years ago—we considered whether or not there should be an economic basis for distribution or an educational basis; and, in fact, quite frankly, we debated that rather much within our project staff.

We were able to find at that time no nationally uniform test basis for doing a distribution. We felt this was a very important criterion on which to base a distribution of funds. We could find none.

At that time, we were told by personnel in the U.S. Office of Education that none existed. Therefore, we excluded it from our possibilities. If we were asked to consider that as a possibility, it would be an interesting one for us to examine, but we did not consider it.

Chairman **Perkins**. Isn't it more reasonable that, if we are going to equalize educational opportunities—I am asking this question based on your study—that we should use some uniform approaches permitting each State to go to one-half the national average, as we did early in the impacted area legislation, instead of letting the States have their own option, of using the State average per-pupil expenditure? What would you suggest to us based on your study?

Mr. **Donaldson**. My response takes two parts. First, in the ultimate choice, I am afraid I can't be of too much value to you. I think it is a matter of value judgment. We can indicate to you the consequences of any choice you would elect, but I don't think we could tell you what choice to make.

The second part of my answer is that we have looked very strongly at consideration of poverty concentrations within counties from the national level, and we would consider this something that should be considered when one chooses a cost factor for the formula.

Chairman **Perkins**. You studied the distribution formula in the present legislation; didn't you?

Mr. **Donaldson**. Yes, sir.

Chairman **Perkins**. And you came up with the conclusion that you had a better way to do it?

Mr. **Donaldson**. We had alternative ways, some of which, we felt, would accomplish certain ends better if you accepted the objectives.

Chairman **Perkins**. You had an alternative way that you felt would be more equitable and accomplish greater achievement results, am I correct?

Mr. **Donaldson**. Yes, sir.

Chairman **Perkins**. What was your suggestion to the Congress?

Mr. **Donaldson**. Well, as I mentioned earlier to Representative Quie, it troubled us, from a distributional point of view, that two like counties, that were alike in per-capita income and in percentage of poor children but, because they were in different States, would get different amounts of money. This, we felt, was a distributional inequity.

Looking at it strictly from a distributional point of view, we attempted to find alternatives that might correct what we felt was a limitation. We feel that looking at the concentration level within a county from the national point of view could tend to alleviate that difficulty if one feels that difficulty is important.

Chairman **PERKINS**. Mr. Lehman.

Mr. **LEHMAN**. Thank you for coming. The only question I have is that I happen to be serving on the Census Subcommittee of the Post Office and Civil Service Committee. Is there anything that I can do on that subcommittee that would be of benefit to getting the kind of information retrieval that will make our job on this committee more productive?

Mr. **DONALDSON**. No, sir. I think that the Census Bureau, as a sister agency within the Department of Commerce, has been quite cooperative with us and has helped us a great deal. I would say the limitation thus far is our not knowing always the right question to ask them. They have been very receptive and quick with the answers.

Mr. **LEHMAN**. Would a mid-decade census be of help in providing more current and relevant information to these kinds of programs?

Mr. **DONALDSON**. We have not considered that very strongly. I would give you a personal opinion, which is that an improved annual survey might be a better choice. That is a personal opinion. We have not evaluated that.

Mr. **LEHMAN**. What kind of annual survey?

Mr. **DONALDSON**. The current population survey that is now being done within the Census Bureau—if one were to have available to him the cost for improving the reliability of it and increasing your confidence in it. We can obtain cost estimates with regard to that.

Mr. **LEHMAN**. What you need, I assume, is the same kind of basis for decisionmaking that a big corporation uses. They don't have a stop-and-go procedure, like a stop-train film, where everything stops while you take the census. They study their markets as something moving and constantly changing as you look at it. I think that is what we need in the census.

Mr. **DONALDSON**. That is why I think the 1-year survey would be worthwhile.

Mr. **LEHMAN**. That is all.

Chairman **PERKINS**. Mr. Quie.

Mr. **QUIE**. I have no further questions.

Chairman **PERKINS**. How long has it been since you completed this study?

Mr. **DONALDSON**. Well, sir, the report that we recently completed in mid-March is our last milestone. The study will not be completed until the end of this fiscal year. We are continuing our analyses right now and are looking into still more alternatives.

Chairman **PERKINS**. You had this study completed before the administration came up with their suggestions in the so-called Better Schools Act?

Mr. **DONALDSON**. Well, we had information available. We have not yet completed the study.

Chairman **Perkins**. Did you have a chance to go over these proposals with the Office of Education or with the Bureau of the Budget before you gave your testimony here?

Mr. **Donaldson**. The report—I guess maybe there is a misunderstanding on my part—the interim report, which your staff has available, was available to the Office of Education. We gave it to them first, and they sent it to you. So that information was available to them and anybody else who sought it.

Chairman **Perkins**. I take it that the administration is still very strong for the so-called Better Schools Act from your chats with the Office of Education and officials of the Bureau of the Budget and your consultations with interested people within the administration?

Mr. **Donaldson**. I would say, sir, you perhaps are in a better position to know that than I am. My contact has simply been with the written word. I have not had any extensive verbal communication.

Chairman **Perkins**. That is all. Thank you very much for your appearance here today.

We are going to recess the committee until 9:30 a.m. tomorrow.

[Whereupon, at 11:15 a.m. the subcommittee recessed, to reconvene at 9:30 a.m. Wednesday, April 4, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

WEDNESDAY, APRIL 4, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:50 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Brademas, Hawkins (Mrs.) Chisholm, Lehman, Benitez, Andrews, Quie, Bell, and Towell.

Staff members present: John F. Jennings, majority counsel; Christopher Cross, minority legislative associate; and Eydie Gaskins, special assistant.

Chairman Perkins. A quorum is present.

It is a great pleasure for me to welcome back to the committee, my friend of many years, Mr. Andrew Biemiller, the legislative liaison for the American Federation of Labor and Congress of Industrial Organizations.

Mr. Biemiller has been before this committee on numerous occasions and has always made his contribution in behalf of progressive legislation, and not only have you done that, but you have done perhaps more than anybody else that I know in bringing in educational material, and helping in many ways to enact legislation over a period of years.

It has been beneficial to the American worker and to the American people as a whole. It is a great pleasure for me to welcome you back here this morning.

We have some problems with this legislation primarily because of the inadequacy of the funding and then by the so-called special revenue package that has been suggested by the administration. To my way of thinking, it has not taken hold in the country, especially from the witnesses that we have heard and we have heard everybody that wanted to come in and testify in behalf of the so-called special revenue-sharing plan.

But I personally feel, and I think it is the feeling of the majority of the members on this committee, that we have a good program in operation that is just getting off the ground. We want to see that it continues to do good work and not jerk the rug out from under a program that is in its infancy for something else that is untried after we have had so much difficulty in trying to enact Federal aid to education.

We are anxious to hear from you and get the viewpoint of your organization which will be most helpful to the committee.

You may proceed.

STATEMENT OF ANDREW J. BIEMILLER, DIRECTOR, DEPARTMENT OF LEGISLATION, AFL–CIO, ACCOMPANIED BY WALTER DAVIS, DIRECTOR, DEPARTMENT OF EDUCATION, AFL–CIO, AND JACK SESSIONS, ASSISTANT DIRECTOR, DEPARTMENT OF EDUCATION, AFL–CIO

Mr. BIEMILLER. Thank you very much, Mr. Chairman.

I appreciate your kind remarks about the working of AFL–CIO in the legislative field.

This morning I am accompanied by Mr. Walter Davis, who is the director of the department of education of the AFL–CIO, and Mr. Jack Sessions who is the assistant director of that department.

Mr. Chairman, we are pleased to have this opportunity to express our support for H.R. 69, the Elementary and Secondary Education Amendments of 1973 and to discuss various other bills which are now before this committee.

Altogether these bills pose a number of alternative directions which the Federal Government could take in its future support for elementary and secondary education.

At the outset, Mr. Chairman, we, in the AFL–CIO, are mindful of the original purposes of ESEA. It was enacted during a period of this Nation's history when full recognition was given to the wide gaps in the quality of education provided a substantial number of our Nation's children. Our elementary and secondary education system operated on at least three quality levels—excellent, standard, and substandard.

Extensive studies of the past decade have indeed placed this national problem in its proper perspective. We discovered, for example, that quality education characterized as excellent related closely to income, race, and environment.

Children from poor rural families never received the same education as their suburban-big city counterparts. If they also came from a minority group, an additional barrier existed between them and a good education. We also found these factors affecting the economic future of those not receiving the best in education experiences.

This committee has provided an excellent service to the American people through its relentless investigation into the causes and effects of inequality in education. The AFL–CIO has been a strong supporter of this effort from the very beginning.

Today, therefore, we find ourselves compelled to restate the original purposes of Federal aid in this field. Although aid per se is not at issue, the manner in which such aid shall be dispensed in the future is a very real issue.

Title I of the original act addressed itself to the first and most important purpose of the act—that of providing the means for financing the important compensatory programs for the Nation's disadvantaged children.

Congress recognized that the need for Federal aid was more acute in those school districts which were less able to finance their own equal educational opportunity programs.

Congress, in addition, acknowledged the fact that children from poor families have special needs which must be met for equal opportunity in education to have real meaning.

This Nation, through congressional action, committed itself to substantially narrowing the gap in educational opportunity. We believe this commitment still has the overwhelming support of the American people.

Yet, tens of thousands of our young people pass through our public schools without acquiring the level of efficiency in the basic skills to enter the world of work competitively.

For these people, manpower programs have been developed to do what our school systems have failed to accomplish in the first place. This is where we are today. It is within this frame of reference that we appear before this committee.

So we have asked ourselves what are the options as things now stand?

Let us be candid. We must view our alternatives in the light of the President's budget message which provides no new funds for aid to the disadvantaged. Nor, in our view, will there be any appreciable rise in the funding levels of the various titles of ESEA during the life of this Congress.

With these assumptions in mind, let us examine the options now available to us.

As we stated earlier, we strongly support H.R. 69 as the best of all present proposals now before this committee.

H.R. 69 would extend, with certain modifications in the formula for distribution of funds, the Elementary and Secondary Education Act for another 5 years. This is the course of action which the AFL-CIO strongly urges upon the Congress.

The Elementary and Secondary Education Act is addressed to a series of carefully identified problems in American education. These are problems which had not been met by State and local educational authorities, in some cases because of sheer neglect, in some cases because they simply did not have the necessary resources available.

Such programs as are contained in title I and title II of ESEA involve major new undertakings in American education. It is not surprising that they were sometimes false starts, dead end experiments, and even occasional misuse of the money.

But all in all, the Elementary and Secondary Education Act has been, in our judgment, a dramatic success and we believe that the overwhelming majority of educators agree with us. Local school districts and the State and Federal education agencies have by now begun to develop a body of experience which should be an invaluable asset in the next 5 years.

We particularly welcome title III of H.R. 69 because it is addressed to a problem which has limited the effectiveness of the Elementary and Secondary Education Act up until now and that is the late funding which has made it difficult, if not impossible, for school systems to plan ahead.

There have even been occasions when the schools have opened in the fall without anyone being sure how much money would be available to those schools. An indepth study of this problem as proposed in title III could be a major contribution to the future effectiveness of ESEA.

Much of the rhetoric surrounding title I of the original act generally focuses on its alleged failures.

It is usually documented by the Coleman report, Equality of Educational Opportunity, and the massive study Inequality by Christopher Jencks and associates.

Whatever the merits of these two works may be, they have nothing whatever to do with title I of ESEA. The Coleman study was published in 1966, before title I funds had actually reached the school systems. All of the data used precedes ESEA and therefore in no way constitutes a judgment as to the effectiveness of the title I program.

Similarly with the Jencks' study. It is based primarily upon a reanalysis of the Coleman data and upon material from the 1960 census. None of this has any bearing upon title I.

There is only one brief reference, in the Jencks' study to the Elementary and Secondary Education Act in the entire book and oddly enough, in a book which is primarily concerned with the effect of education upon earning power, there is no mention of the Vocational Education Act at all.

We would suggest that this committee will be better advised if it listens to the judgment of the educators who are active in the school systems of America, rather than to the conclusions of researchers who have been working over the data of the early 1960's and even the 1950's—with all due respect to them.

We support the extension of all existing programs under the act, although we do not enumerate them here, we now wish to highlight our views on some of them. Of these, the program which provides for supplementary educational centers and services and guidance, counseling and testing is a category which cannot be left to the States to implement at their discretion.

At present funds are provided to State educational agencies to support local projects designed to:

One, stimulate and assist in the development and establishment of exemplary elementary and secondary educational programs to serve as models for regular school programs; and

Two, assist the States in establishing and maintaining programs of guidance, counseling, and testing.

In our view, the severe limitation on available funds will force most States to exclude many worthwhile educational experiments which serve to enrich current curriculum and which provide the "how" to title I programs for the disadvantaged.

We therefore strongly reiterate a longstanding AFL-CIO concern for maintaining a program which was well designed to improve our elementary and secondary schools—the existing title III program.

We urge the continuation of the National Advisory Council as set forth in section 113(A–E) of these amendments. Advisory committees offer the lay public, educators, and consumer representatives an opportunity to become involved in the administration of this section of the act through project evaluation and a chance to review project applications to the State agency.

If we mean to involve people, we must strengthen those advisory committees which have proven their worth. The Advisory Committee for Supplementary Service meets that test.

Parenthetically, we would also hope to see an effective effort of dissemination of those exemplary programs which merit replication in the regular school curriculum.

The AFL-CIO is also deeply concerned with the extension of the Adult Education Act as part of the Federal aid package. There is a continued need for categorical identification of this program since little impact so far has been made on eliminating the functionally illiterate from our land. Many thousands of our fellow citizens have benefited by the upgrading of their skills enabling them to remain in a work force which constantly demands higher skill requirements.

Again, overall inadequate education funds will seriously endanger the scope of these educational opportunities if this program is not extended.

Let us now turn to title II of H.R. 69 and the allocation of funds.

We support these amendments which would raise the title I count to cover children from families having an annual income of less than $4,000, up from the unrealistic low-income factor of $2,000.

Subsection 203(c)(1) also includes aid to dependent children and children living in institutions for the neglected or the delinquent.

The educational burden on local education agencies caused by these latter two groupings drastically exceed local funding capabilities. Federal aid directed toward the alleviation of this problem is tax dollars well spent, in our view.

We again, however, remind the members of this committee that our concurrence with these amendments should not be interpreted as a retreat from our original position of full funding up to the authorized amounts of ESEA when first enacted. We frankly do not see that goal achieved in the 93d Congress—a matter with which the members of this committee are all too familiar.

What then are our options?

There is of course a simple, easy, and understandably attractive course which this committee could take and that is to do nothing. The Elementary and Secondary Education Act has a built-in 1-year extension and if the committee takes no action, the legislation will not die; it will go on for at least another year. In some ways this might well prove one of the most dangerous of the available alternatives.

A simple 1-year extension of ESEA would multiply the problems of uncertainty which have been the greatest limitation upon the full effectiveness of legislation. Late funding and the lack of any clear understanding of future funding levels has made it impossible for school systems to undertake the needed long-range planning that could put the funds to best use. These problems would be aggravated by a simple 1-year extension.

The problem is compellingly stated in the National Bureau of Standard's interim report on title I which states:

Until the final allocation notice arrives, the officials are left in a position of uncertainty as to the amount of money they will have. This makes planning difficult and imprecise. It means that hiring cannot be done when people are available, and it sometimes means that existing staff cannot be retained, even though eventually the money to support them may become available.

The uncertainty would be further compounded by the fact that although ESEA has a built-in renewal, there is no built-in renewal for the hold-safe provision. States could and, in the majority of cases, would receive less money in 1974 then they received in 1972.

The various other proposals before this subcommittee at least outline a direction for the future. A simple 1-year extension would leave the future direction of America's schools in limbo and we urge against taking that easy but dangerous way out.

Chairman **PERKINS**. Let me say to my distinguished friend that if we haven't had that argument before the committee, I think you have already made it. All we have to do is turn back and read because I don't think anybody in the world could have made a more concise statement of our need for some stability in this program and to get away from short tenure.

Go ahead.

Mr. **BIEMILLER**. Surely the most novel proposal which is before this subcommittee is H.R. 5163 which has been introduced by Congressman Albert Quie. This bill would completely change the method of allocating title I funds among the States. The amount of money to which each State would be entitled would be determined under this bill by the number of children scoring badly on a nationally administered standardized test. Traditionally, tests have been used to bestow honors and awards upon those who did particularly well.

Mr. **QUIE**. This is not what we call standardized tests. This is a criterion referenced test. There is a big difference

Mr. **BIEMILLER**. We will be glad to discuss that.

H.R. 5163 has a kind of surface appeal but we see a number of very practical problems, which in our view would make it altogether unworkable.

The central argument behind H.R. 5163, as we understand it, is that learning disabilities are not limited to the children of the poor. This is unquestionably true, but quite simply, title I was never conceived as a general cure-all for ignorance. Never, neither in the authorizations nor in the appropriations, has there been enough money in title I to deal with all of the learning disabilities that exist in America's schools.

Title I was conceived as a specific way of compensating poor children for the educational handicaps which poverty has imposed upon them. Unless substantial new funds are made available under title I, any title I funds which go to children who are not poor will of necessity have to come from the funds now going to children who are poor.

A further difficulty with H.R. 5163 would be in constructing a test upon which the grants could be based. Most of the tests now available are designed to diagnose individual students. The test developers warn against trying to use them to make generalizations about schools and school systems.

Probably the closest tests to what is envisioned in the bill are those developed by the National Assessment of Educational Progress. They do not yield the information which would be required by the bill, but they do provide generalized information about the state of educational progress based on the results of testing a weighted sample population.

The national assessment was begun in 1964 and the first field tests were not administered until March 1969. The first, very preliminary results were not available until July 1970. The assessment is purely descriptive; there are no scores given.

It was therefore not necessary to go through the additional time-consuming process of establishing norms against which students would be scored. Norms would be required for such a test as would be established by H.R. 5163.

Certainly nothing in the history of the national assessment justifies the promise in H.R. 5163 of a completely new test of a sort which has never before existed to be developed, to be administered first to establish norms, and then to be finally administered to determine school allocations no later than June 30, 1975.

After 6 years in the making, the most that the national assessment project could say for their findings was that they allow—

> Moderately precise statements about the knowledge of all people at an age level and less precise statements about the knowledge of all people in such groups as those defined by geographical region.

We suggest that such approximations are no basis upon which to base Federal allocations to the individual States.

We urge, therefore, that H.R. 5163 be rejected.

Finally, we come to the "education special revenue sharing" measure which has been put forward by the Nixon administration. This proposal would unweave the entire fabric of Federal aid to education as it is now designed. The Elementary and Secondary Education Act and the Vocational Education Act would both be wiped out.

In their place would be a loosely structured block grant to each of the States. These grants would be further earmarked for use in five broad categories: Education of the disadvantaged, impact aid (but limited to only the category A children), vocational education, education of the handicapped, and supportive services. The administration euphemistically calls its proposal "The Better Schools Act." It would be hard to think of a less appropriate title.

There is indeed a kind of surface plausibility in the statement which the President made when he originally announced his plan: He said, "I believe we must recognize that the Federal Government cannot substitute its good intentions for the local understanding of local problems."

Quite simply, local needs in education are not always identical with local political power. Congress has reacted to certain categories of educational needs for the very reason that, important though they are, they have in the past been neglected by State and local authorities. It is the assumption of the administration's block grant proposal that State and local authorities are better able to establish priorities for spending available funds according to needs than is the Federal Government.

The history of American education provides abundant evidence that this is not always true. State and local authorities inevitably make decisions in terms of the various social and political pressures around them and these pressures are not necessarily consonant with the needs.

Now, to turn to some of the specifics of the administration proposal.

The Elementary and Secondary Education Act, portions of the National Defense Education Act, the Vocational Education Act, the Impact Aid program, and various other existing Federal programs would be lumped together into a new $2.5 billion program.

These funds would be distributed according to a rather complex formula to the States. The State would then determine how the money was to be distributed among school districts—what portion should go to the cities, what portion to the suburbs, and what portion to rural districts.

We repeat funds would be earmarked in five broad categories: aid to the disadvantaged; vocational education; education for the handicapped; supportive services such as books, equipment, and counseling; and aid to federally impacted area.

The funds for the disadvantaged would be the most rigidly controlled. Severe new eligibility requirements would be established. These would completely cut out of the program many school districts throughout the Nation which are presently receiving title I funds.

The administration belies its own arguments that educational decisions are best left to local authorities in that the bill would impose a completely new requirement; namely, that 75 percent of the funds for the disadvantaged must be used to teach reading and mathematics skills.

The States are given considerably more latitude in using the funds allocated to the handicapped, vocational education, and supportive services. Thirty percent of the funds allocated for the education of the handicapped could be transferred to completely different uses. Since the funding levels are based essentially upon existing funding levels, this means quite simply that handicapped children stand to lose as much as 30 percent of the Federal funds they are now receiving.

The situation would be even worse with regard to vocational education.

According to administration spokesmen, the States would have the right, as with funds for the handicapped, to transfer up to 30 percent of the vocational education allotment to completely different uses.

This, however, understates the amount of money which vocational education could lose. Under the Vocational Education Act, 10 percent of the appropriated funds are earmarked to provide vocational education for the handicapped.

Under the administration bill, these funds are removed from the vocational education allocation and they are added to the funds for the handicapped with no requirement that the money be used for vocational purposes.

This means that altogether 37 percent of the funds now going to vocational education, more than $1 out of every $3, could be transferred to other purposes, including remodeling libraries in the academic high schools.

All requirements that States establish vocational education advisory councils would be ended and the National Advisory Council on Vocational Education would also [illegible] d.

Finally, the funds allocated for supportive services would be 100 percent transferable. This could wipe out the entire ESEA title III program referred to earlier.

Altogether this means that under the funding level proposal for 1974 there would be a total of nearly $600 million in transferable funds that could be used for purposes other than was intended and that would in effect be taken out of presently funded programs.

It takes little imagination to envision the pressure upon State and local authorities to dip into this fund. Those pressures in the past were the very thing which created the crises in vocational education, handicapped education, guidance and counseling that the present Federal programs were designed to correct.

The administration's special educational revenue sharing proposal would destroy some of the finest legislative achievements of the past 20 years and it would bring us back to all of the same problems which led the Congress to adopt that legislation. We urge the Congress to firmly reject this proposal.

Mr. Chairman, the AFL–CIO regards itself as one of the Nation's leading spokesmen for the consumer in American education.

Our 14 million members and their families have a stake in America's resolve to meet the commitment established by the original purposes of ESEA and subsequent amendments.

We cannot afford to withdraw from the struggle to bring about the highest possible standard of education for all Americans. We believe that this Nation cannot return to the system of quality education for the affluent only. We do so at our peril.

Recently, at our February 1973 meeting of the AFL–CIO Executive Council, a statement on education was unanimously adopted. I wish to attach a copy of that statement to our statement today.

We took full cognizance of the anticipated difficulties which this Congress will face with the divergent views on various aspects of the bills related to elementary and secondary education. The question of busing will be one of them and I therefore draw your attention to a restatement of the AFL–CIO view on that subject.

The decision which this committee will make regarding the 1973 amendments to ESEA will have a profound effect on the future of American educatioin and on the future of that large segment of the American people who have a right to an equal opportunity to acquire a quality educational experience enabling each one of them to share in the blessing of this great country on their own merits.

We therefore urge that you adopt the proposals set forth in H.R. 69 at the earliest possible date.

[The statement referred to follows:]

STATEMENT OF THE AFL–CIO EXECUTIVE COUNCIL ON EDUCATION, BAL HARBOUR, FLA., FEBRUARY 20, 1973

The AFL–CIO is dismayed by the education proposals contained in the administration's 1974 budget. The administration would completely dismantle both the Elementary and Secondary Education Act and the Vocational Education Act. In their place, the administration would substitute a still vaguely formulated $2.5 billion "special educational revenue sharing program."

Federal support for education has never approached the levels truly necessary, but those Federal programs that now exist were too hard won to be thrown aside simply because the administration has decided that they won't work.

Laws such as the Elementary and Secondary Education Act, the Vocational Education Act, the Higher Education Act, and the Library Services and Construction Act constitute some of the most important legislative achievements of the 1960's and they deserve a permanent place among the Nation's laws. In most cases, these programs of categorical aid were enacted by Congress to meet critical needs which had been largely ignored by State and local officials. By proposing to lump the categorical aid programs into a single blank check, the administration would invite State and local officials to return to past practices of allocating funds on the basis of political power rather than demonstrable need.

Title I of the Elementary and Secondary Education Act provides desperately needed compensatory funds for economically disadvantaged children. The administration would abandon that effort.

Title III provides funds needed to develop innovative teaching materials and methods of learning. The administration would drop this valuable program. The Vocational Education Act provides a workable mechanism for providing young people with the skills realistically needed in modern society. The administration proposes to repeal the act outright.

Undoubtedly many of these programs can and should be improved, but improvement is quite different from dismantlement. The problem, in many instances, has been that money was misspent by local officials who used it contrary to the intent of Congress. By loosening the controls, the administration would aggravate the problem rather than contribute to its solution.

The AFL–CIO gave vigorous support to these laws when they were being considered by the Congress. Today we reaffirm that support in the face of efforts to abandon them.

Organized labor has consistently pressed for more Federal funding for the schools, but we reject completely any administration proposal for special educational revenue sharing. Such proposals would provide no additional funds for the schools, but would only divert funds from existing programs which Congress carefully designed to meet demonstrated needs. And, in the process, the administration would repeal many of the most progressive laws enacted in the Twentieth Century.

The AFL–CIO therefore supports the 5-year extension of the Elementary and Secondary Education Act and full funding at congressionally authorized levels of that act and of other Federal educational programs. We will not abandon the educational programs we fought so long to achieve.

The administration continues to convert school busing into an emotional issue. On February 15, 1972, this executive council adopted a policy which we reaffirm today, stating:

The AFL–CIO has consistently supported both quality education and integrated education. We have just as staunchly supported mass investment of Federal funds to improve substandard schools. We have fought for legislation to achieve open housing as the most effective way to achieve integrated education.

(1) We wholeheartedly support busing of children when it will improve the educational opportunities of the children.

(2) We deplore the actions of those individuals or groups who are creating a divisive political issue out of America's vital need for quality, integrated education.

(3) We will oppose the constitutional amendment approach because it will do a disservice to the quality, integrated education which we support.

Chairman Perkins. Let me compliment you on a most thorough, concise statement that really lays on the line the real problems that we are confronted with in the extension of this act.

I would like to ask you a few questions in connection with H.R. 69, and as you have stated on page 5 of your statement—

> We support these amendments which would raise the Title I count to cover children from families having an annual income of less than $4,000, up from the unrealistic low income factor of $2,000.

The witness recalls that we were unable to let the $4,000 factor go into effect a few years ago. The committee voiced opposition to the $4,000 factor because of the inadequacy of the funding.

Do you feel that each State, particularly the States with less resources, should be permitted to go to one-half of the national average in order to bring about more quality education among the disadvantaged like we did many years ago in the impact aid legislation?

Mr. Biemiller. May I refer that to Mr. Walter Davis.

Mr. Davis. Mr. Chairman, our feeling on that subject was that the $4,000 figure was certainly much more realistic because we were looking at our definition of the disadvantaged when we looked at that particular figure; and obviously a family in the $4,000 a year bracket, certainly with that kind of income we would say, is where one would be likely to find those people that this legislation is trying to help.

Our feeling on that was that to go below that figure, obviously we would meet only a very small portion of those people that we think we are trying to help. I think perhaps Dr. Sessions might want to add to that.

Chairman PERKINS. Yes; I would like to hear you amplify on that too, Doctor.

Thank you, Mr. Davis.

Mr. SESSIONS. I think I would only want to underscore what Mr. Biemiller said in his main testimony that one of the obvious problems here has been the underfunding that has been a part of the whole history of ESEA and as long as there is not enough money to go around, the question really becomes one of should we give the money to this kid and not that kid or should we give it to that kid and not this kid.

I would hope that we could look forward in terms of full funding that would give us a kind of equity and I think on that basis——

Chairman PERKINS. That is my hope. But just as Mr. Biemiller stated, we have got to be realistic in this country and notwithstanding how much effort that I and the rest of this committee may put out, from a realistic viewpoint, we may not be able to come up with much more than we had last year, maybe $100 million, or something like that, to take care of inflation.

But with that in mind, would it be fair then to count all the children in certain States above the $4,000 figure that are on AFDC? I know some States run up as high as $6,000 where there are a lot of children in the family.

Down my way the AFDC statistics stop at about $3,000.

What is your analysis of a situation like that, doctor?

Mr. SESSIONS. Our feeling is if we are going to be realistic, the $4,000 figure is realistic.

Chairman PERKINS. Judging by the cost of living all over the country from a uniform standpoint, is that what you base it on?

Mr. SESSIONS. Correct.

Chairman PERKINS. Now regarding title I, Mr. Biemiller, the administration bill would lead to only three States being able to use one-half of the national average.

Do you believe that this is fair to the poorer States in the Nation? I know you have condemned the administration's proposal in more ways than one, but this would be the effect of the formula. Would you think that that is equitable or unfair? What is your judgment?

Mr. BIEMILLER. Dr. Sessions.

Mr. SESSIONS. I think this is one of the deceptions in the administration bill in that it seems to offer options which realistically are not available in most instances. It is true I think there are three States that would be able to exercise this option but in most States, it is an option that is not even there.

Chairman PERKINS. It is an option that is not even there and unrealistic.

Now, you state that the Quie bill will lead to title I funds being widely disbursed so that they will not be concentrated on the poor. Do you believe that it is proper to greatly expand the scope of title I like this when there are not sufficient funds now to reach all of the poor children?

Mr. **Biemiller**. Mr. Davis.

Mr. **Davis**. No, that is really our problem with the Quie bill, Mr. Chairman. We know that the realistic concept that we try to present here indicates to us that the money will have to come from the disadvantaged people now being served and it is really the reason why we feel so strongly about that.

Chairman **Perkins**. Now, let's talk about the Quie bill a little further. What kind of problems do you see if funds were distributed on the basis of tests? Do you think that school districts may not try too hard to improve educational achievement if they know that they will lose money because their children will score higher on a test used to distribute funds? Don't you think they would have a tendency to let them score as low as possible?

Go ahead and discuss that a little further.

Mr. **Davis**. Mr. Chairman, before turning it over to Dr. Sessions, we were quite tempted to suggest that in our testimony using the old experience we have had with performance contracting, for example, where youngsters were taught to the test and therefore you remember the case in Texas, I believe, not too long ago.

But we decided that that would be a little wrong to suggest that teachers would teach youngsters how to give wrong answers on a test in order to get Federal funds, so we eliminated that from our testimony, but in any event, Dr. Sessions has some thoughts on that subject.

Mr. **Sessions**. I don't think it is too difficult to picture a teacher telling the class, "Now boys and girls, you will do our school a disservice if you answer too many questions right."

I think much more important though, we need to bear in mind when we are thinking about this thing, that testing is an art which is in a very imperfect state at the present time. Congressman Quie has talked about criterion based testing and this is certainly one of the exciting things that is going on in education, but it is a very new development in testing and it is still an imperfect art and there are many educational testers who are very critical of performance criterion testing as the basis of making educational judgments.

I think it would be quite dangerous to legislate a specific type of testing, given the imperfect state of the art at the moment.

Again, I would want to emphasize what Mr. Davis said that we don't have enough money as it is to go around to meet the total needs that have already been established in the legislation.

And if we are to include other students under the provisions of title I who are not now included, then that money is going to come from those who are now getting it.

I think you know I served on the Washington Board of Education for several years and one of the tortuous things was that if we fulfilled the Office of Education requirements for concentration of title I funds, we were only able to serve a third of the kids who were counted in order to determine our allocation in the District.

In other words, two kids out of every three who were counted toward our allocation were not getting any services, and if we were to spread title I money to other groups of children, then that two-thirds would grow to three-quarters or four-fifths, perhaps.

Chairman **Perkins**. Mr. Quie?

Mr. **Quie**. First, it has really bothered me when people constantly give the impression that if you distribute the money based on the children doing poorly in the schools, that then the school system would cause the children to do poorly.

This is quite an indictment against the education system. The superintendent is the one who has responsibility for filling out the forms and getting the money. He would have to get the principals to work with him to start being dishonest. They would have to get the teachers to work with them to be dishonest. They would have to work with the pupils to be dishonest and to do poorly in the test.

There is a great deal of dishonesty in human nature but don't you think such dishonesty would come to the attention of the parents and don't you think the parents would have a desire for their children to do well in school?

How do you get this kind of thing organized?

Mr. **Sessions**. As Mr. Davis pointed out, we decided on second thought to leave that section out of our testimony, but I think perhaps dishonesty isn't quite the word for it. Subjectivity is a very real factor in testing and I think we have all heard the story about the teacher who got a hold of what she thought was the kids' IQ scores and at the end of the year sure enough their grades correlated perfectly with the IQ scores and then the teacher found these were in fact their locker numbers and not their IQ scores.

There is an enormous amount of subjectivity in testing at its very best and nobody has argued this any more eloquently than Henry Dyer, the vice president of the American College Testing Service who has lamented very eloquently the tendency of people to assume that test scores are somehow handed down from Mount Sinai, and they are not.

They are an attempt to make a Gallup poll of a kid's mind.

Mr. **Quie**. Most of your criticism of tests are focused more at the old normative tests and not criterion tests. We don't mandate the tests that they use within the States but only the criterion reference tests to be used for distribution among the States and that seems to be the Federal Government's responsibility. Distribution within the States would be left to the State educational authorities themselves.

Are you familiar with the way title I money is used presently for nonpublic schoolchildren?

Mr. **Sessions**. Yes.

Mr. **Quie**. In this case are you aware of the fact that they test the children to find out if they are educationally disadvantaged and determine if they should get the money or not?

Mr. **Sessions**. I don't think we would have any objection to a school testing children or having someone within a school to test children to see which ones are most in need of assistance.

Mr. **Quie**. This is not a school. This is a school district.

Mr. **Sessions**. As a method of distributing funds nationally, I think this is a very subjective basis for doing it.

Mr. QUIE. You have no objection for a school district using testing as a means of distributing funds, is that right?

Mr. SESSIONS. I would hope the school would use testing methods to try to identify the kids who needs help most, yes.

Mr. QUIE. I am glad you agreed to that extent.

Now, in the testimony of Mr. Biemiller you indicated that title I was conceived for compensating poor children for educational handicaps which poverty has imposed upon them.

In our hearings in Morehead, Ky., a person from a North Carolina school indicated that the school in his school system that had 19-percent poor is a target school and a school in their school system that had 17-percent poor was not a target school.

When the money went to that school where they were 19-percent poor, the money was not used for the poor unless the poor were educationally disadvantaged. And it was used for the nonpoor who were educationally disadvantaged.

How can this program then be just for the poor? Isn't it true that the program is for educationally disadvantaged and in the target schools, whether you are poor or nonpoor, you get the benefit from title I programs?

Mr. DAVIS. We are not saying that we are against helping those who are educationally disadvantaged, What we are saying really is that given the amount of money that we are dealing with here, certainly we would not like to do that at the expense of the original target population we were trying to help.

Since there isn't going to be any new money, as is our understanding, then we would not like to see the money spread thinner so that really nobody will be effected by it. That is really our reason. We are not in disagreement with you in terms of helping educationally disadvantaged.

If we had full funding and they could do all of that, we would be with you.

Mr. QUIE. Let's look at it again since there is a limited amount of money and the money goes to the target schools. There are some children in the nontarget schools who can't read, absolutely can't read, are severely educationally disadvantaged and they get no help from the program.

Even if the child is not severely educationally disadvantaged in the target school, they can get money from the program. Wouldn't it be better if the school had the option to concentrate on the most educationally disadvantaged rather than just be limited to the target school?

I know AFL-CIO is interested in as much integration as possible. If a school system provides for better integration, and Minneapolis is a good example where it has been done voluntarily, the children that leave the target schools to go a nontarget school to bring about integration don't have the money follow them and therefore they don't get any benefit from title I.

Don't you think the school ought to have the opportunity to follow the child or to go to the most educationally disadvantaged child no matter where he is?

Mr. DAVIS. Of course the assumption here is that if you take inner city versus suburbs, I think it is generally recognized that the suburban school is going to be in better position with local funds to do a lot of things that the inner-city school cannot do because it is limited in the ability.

Mr. QUIE. I am talking about within the same school district rather than comparing the inner-city school district with the suburban school district. I am talking about the same school district. Minneapolis has an entire school district. There are areas of Minneapolis where people are more affluent but they are under the whole taxing authority and we require comparability of expenditures.

Mr. DAVIS. I am really measuring what we consider a quality school versus one that does not have the kind of educational experience for a youngster. Generally it is going to be the school that is located in a more affluent residential district than the inner city. I think that concept sticks with us because that generally is a fact of life in America, that as you have a school in a low income area, the chances are, and I don't say is predictable in each and every case, but the chances are that school is deficient in many areas and needs the kind of help we are talking about here.

I am not arguing your other points because certainly you can select out a numer of school districts in which this is probably true.

Mr. QUIE. But those deficient schools would have their children faring poorly on any kind of an assessment, would that not be true?

Mr. SESSIONS. Would you repeat that?

Mr. QUIE. You were talking about the severely disadvantaged school because we will say 70 percent of the children are from poor families and perhaps heavily minority populated as well.

Wouldn't it be very likely that such a school would fare very poorly, the children would fare poorly on assessment as well?

Mr. DAVIS. In that type of school, yes.

Mr. QUIE. So they would not have any loss of money because of it because I know some people are concerned that culturally they may not fare as well on a test as some other schools.

The only result is that they got more money if that is the case.

Mr. DAVIS. Even under the current program, there is still not enough money to handle that kind of a situation.

Mr. QUIE. Let's address ourselves to the problem of insufficient money. We agree there is insufficient money. We know that increases in funding come from the support and effort of people out in the communities constitutencies of Congressman. If the constituencies of the Congressmen push hard enough, they might even vote to override a Presidential veto, isn't that correct?

Mr. DAVIS. Hopefully.

Mr. QUIE. Now what kind of political clout do the people have who have $4,000 or less income?

Mr. DAVIS. Very little in our opinion, especially in the matters that we are talking about here today. If you have a dispute, for example, over placing money on school lunches as against the construction of a school library, the clout that the school construction people would have would be great and this is a very real problem as far as we are concerned and we are organized in each of the 50 States, as you know, as an organization so we see this firsthand.

One of the things that we are concerned about is to at least get enough people at the local level aware of what is going on and perhaps begin to do something with respect to their interest in this area, at least articulate their interest.

Mr. QUIE. If we counted all of the children who had educational disadvantagement rather than just poor kids, we would then include in the support for this legislation individuals who have more political clout. As you know there are an enormous number of people with children who are educationally disadvantaged who aren't keeping up in the school and it may be because of something that has happened in the emotional makeup of the child and they are not able to do it.

This has been indicated to me in tests and studies that have shown that if you take those from incomes of $6,500 or less, there are fewer educationally disadvantaged children than there are from the families above that. The last study that I interpolated seems to me about 6 million of the severely educationally disadvantaged come from families of $6,500 or less and 10 million of the children come from those families above.

My motivation is that we get those families to be supportive of this legislation as well so we could dramatically increase the amount of Federal money. In order that people might know the level that I am willing to go to as a conservative Republican sitting here, instead of 7 percent Federal assistance for elementary and secondary schools, I set the figure at 25 percent for elementary and secondary schools.

I would like to see it go to help disadvantaged children and handicapped children and vocational training before we go to any general aid. I think that those are the areas that have not been sufficiently supported so far.

Would you care to comment on the political clout?

Chairman PERKINS. I think you and I expressed politics throughout the time we have held hearings for the past 2 or 3 years that we feel that the Federal Government should become a much better partner and support education to a greater degree even if it is one-third more than they are presently supporting, but we have to take first things first and put priorities where they should be.

I agree with you on the priorities, that we should take care of the disadvantaged before we go to general aid and adequately take care of the disadvantaged.

I don't think there is any dispute between us. But from a realistic viewpoint again, I don't know how we are going to get much more money out of this administration after yesterday. I think we can put a bill through the Congress, but from the standpoint of a veto and on an educational bill, I think we would be in bad trouble, especially considering what happened yesterday.

So we are going to have to persuade and reason together and do the best job we can to serve as many disadvantaged children as possible in the country. But, we have got to watch and not tear up where we have made a good start with on-going programs. I am just afraid if we get into these other areas like your test scores, that we would tear down the progress to a great degree that we have presenty made. I think that is the greatest weakness, the lack of stability in allocating funds on a test score basis.

Mr. QUIE. I will get into instability of poverty figures in a little bit but I would like to have the witnesses react to these comments I have made about the fact that I believe that when you only count the children from $4,000 income or less, you don't have a group of people with much political clout, but if you count the disadvantaged children educationally from all of the populations, you have got people with tremendous political clout.

Mr. DAVIS. There are two things I would like to respond to there. One of course would be these figures you quoted, the study that escaped us. We would like to look at that and perhaps respond afterward. But on the question of the political clout question, I think that we look at the balance. The overriding balance tells us that we are dealing with the here and now and therefore we don't foresee organizing a ground swell very soon to do all of the things using the extra political clout of those people in the upper income groups at this point.

So our feeling is rather pessimistic, as pointed out by Mr. Biemiller in his testimony.

For that reason we would like to stay with what we have in terms of formula and take it from there.

Mr. QUIE. As you know, I recognize that it takes time to mount that and that is why my proposal would not take effect for 2 years. I think you would need the 2-year period to mount that kind of political support and also to make certain of the tests. There have been tests on the Miller-Unruh program in California run for 3 years on reading where they do the assessment of the reading capability of the students in the early phase and there has been no record of any cheating in order to get additional money.

Dr. Fleischman's study indicates that of the pupils with severe reading difficulties, 32 percent of the children from families with $3,000 income or less have severe reading difficulties.

Twenty-three percent in the income level of $3,000 to $6,000. Over 6,000 there is 11 percent. That is the different one than the Glass study.

Those are only two that I have secured, after 8 years of operation of this program, which shows that the correlation between poverty and educational deprivation has not been studied more.

You would think there would have been innumerable studies we could point to but I have a hard time finding them. Let me point to the census information. Through the years that this program has been operating, we have seen now from the 1970 census information that those figures in which we based our distribution of money were exceedingly faulty.

For instance, Iowa had 68 percent fewer children from families of $2,000 or less in 1970 than they did in the 1960 census; 68 percent less. The highest State with an increase was Nevada which had a 5 percent increase. California had about a 4-percent increase. That means if you look at the kids that were counted, they were counting kids in Iowa who had moved up in the income level and in California they just were not counting kids who were there although they were able to get some AFDC figures.

Also, when you used the poverty figure, you have the peculiarity of that year of the census. It happened in one community in my State they had some problems with the rain. It was a good year mostly in agriculture in 1959 but in that community there were holes in the clouds. Those farmers did poorly and they benefited every year because of that.

The kids in that school do quite well, too. Now, why should that school keep getting money all of the time just because there is a hole in the clouds in that year and in another community the children may be from families of extremely low income for a long period of time for instance in West Virginia or Appalachian area, but a factory moves in and the income increases in that year.

Those children are no more educationally disadvantaged now than they were before. So this has that uncertainty.

Yesterday people from Bureau of Standards were here about upgrading that information we get on the census figures and from everything I can get from that, that would still be extremely inaccurate.

So what is the certainty here, unless you suggest that we hold everybody harmless as the administration does, and I don't know, does your bill hold everybody harmless, too?

Chairman PERKINS. Seventy-two level.

Mr. QUIE. That means you use 1960 census information forever How can anything be more inaccurate in distribution of the money than that?

Mr. SESSIONS. Anything that we talk about here apparently is simply a question of redistributing scarce funds.

Are you going to take away from here and give to there or take away from there and give to here? Any kind of a distribution formula is bound to have its arbitrary aspects.

Testing too. Supposedly you decide that a kid who gets a score of 50 on the reading test qualifies for aid? Does he really read that much worse than a kid who scores 51? Any kind of a distribution formula that sets limits is going to have its irrational and arbitrary things that you can have fun with, but that is in the nature of any kind of distribution system.

Mr. QUIE. Would you think we ought to try the distribution system that is the most accurate, however?

Mr. SESSIONS. Yes, but I think reasonable minds might disagree about which is the most accurate.

Mr. QUIE. But would you like to find the one that is the most accurate?

Mr. DAVIS. I think we would certainly support an updating of the census data.

Mr. QUIE. Would you support a 100-percent hold harmless? If every school in every State is against updating of the census information, you are saying we continue with the 1960 census information?

Mr. DAVIS. Yes, we are still back to the inadequate fund situation.

Mr. QUIE. That is true but, you see, some communities have benefited from the program that did not have the number of educationally disadvantaged kids that some other ones had. The Fleischman study is an excellent one in New York. New York is a State that comes off like Gangbusters in the amount that you multiply times the child.

But in New York under the Fleischman study we find in New York City the educational disadvantagement is much higher than the poverty figures show and more money would have gone into New York City and ghetto problems there if we benefited even from the information in the Fleischman study. That is what really astounded me.

I will leave it with this. We are going to let everything stand the same, when this thing now is 14-years obsolete, and each year it becomes more obsolete. We know we can't get any more money out of the Administration this coming year, because you could not mount that kind of a program to get substantial additional money.

That means all of those communities that have been suffering for all of these years have to keep suffering because of this totally imperfect way. In fact you could not find a worse way. I would like to have you try and find a worse way to be as inaccurate in distribution of the money than 1960 census information.

Chairman **Perkins**. Mr. Hawkins?

Mr. **Hawkins**. Mr. Biemiller.

In view of the fact that vocational education is one of the programs which requires consierable local matching money, the administration's proposal would result in downgrading vocational education because of the tendency for local authorities to use the money for those programs which do not require as much local matching money.

Mr. **Biemiller**. I don't think there is any question that you are correct on that, Mr. Congressman. I feel that to me in some ways the most inexplicable thing about the administration's proposal is the very deletorious effect it would have upon vocational education.

We need to strengthen vocational education, not to give out ideas of how it might be weakened at this stage of the game. And you are quite right, that I think we would find vocational education really bringing up the rear of the whole procession.

Mr. **Hawkins**. It is difficult for me to relate this suggestion of vocational education to the President's supposed support of the work ethic. It seems to me this destroys the concept and the tendency and manpower to make education and training related to job opportunities.

Here is a good application of it and we see just the reverse being applied. I don't understand the reasoning and I suppose neither do you.

The other point I want to make relates a little bit to what Mr. Quie has discussed. I don't think it is a confession, but I do agree in principle with the idea of integrating the compensatory education to the extent that those who are not poor are also included.

I wonder whether or not there is a middle ground. I am wondering if it is possible to approach this suggestion from the viewpoint of adding another title which would be funded, provided additional money is appropriated, or even the establishment of some pilot program. I believe it is a concept that is worth supporting, and I think that by ignoring it, we do not get into the problem. Are we better off trying to confine the money merely to the economically disadvantaged and losing the political support which we obtain or could we by increasing the political attractiveness of the program by adding the others possibly increase the authorization and eventually the appropriation?

It seems to me that is the quesion. I hope that eventually we will reach the point where we will be willing to risk the possibility of getting the added money. I don't know whether or not you agree that some effort should be made to do this because at the present time this program, in contrast to impact aid, for example, is not as popular as it should be and there are many Members who will not vote for programs that do not directly benefit their districts.

I am wondering whether or not in your experience there are other Members of Congress who would be willing to increase the authorization and eventually the appropriation were we to add the groups that Mr. Quie has suggested that we add?

Mr. BIEMILLER. I realize Mr. Hawkins that this sounds like a broken record but the dilemma is purely and simply the amount of money available.

If our good friend, Mr. Quie, could convince this administration that we ought to have more money, I think it would be very simple to solve the apparent dilemma here between Mr. Quie's proposal and the proposal of the chairman.

I just could not visualize a situation where we could not solve that problem, but what we are most worried about is that we don't want to see the most economically disadvantaged people hurt by a formula that would be applied to the distribution of this very small amount of money which this administration is willing to handle.

Like the Chairman, I am in an even more pessimistic mood today than I was yesterday. The collapse of the drive to salvage vocational rehab, which in part is a reflection of the whole vocational educational field, is to me a most disappointing thing.

I hope it is not a harbinger of things to come but I am a realist enough to be fearful that it is.

Mr. HAWKINS. On page 11 you say, "The question of busing will be one of them and I therefore draw your attention to the restatement of the AFL-CIO views on that subject."

I don't know what the restatement is since there is not an attachment here. Is this outright opposition to any antibusing provision in any proposals recommended by this committee or has it in any way changed from the previous position a year ago?

Mr. DAVIS. It has not changed at all. In the February executive council meeting of the AFL-CIO, we felt that we ought to restate our position of a year ago and I am sorry that I don't have enough copies for everyone here but I have one for the Chairman and we will make others available.

What we did in that statement is completely restate what we said in February 1972 and the point of our raising it here, of course, it that we again recognize that the committee might have to face problems in this area and we stated it because of that, not just the funding.

Mr. HAWKINS. If the statement is not in the record, Mr. Chairman, I would move that it be inserted in the record at this point.

In connection with it, one brief question.

In view of the fact that the President in his antibusing message to the Nation stated that he did not believe that this was the answer in the field of education but that he felt it should be quality education for all children, and I think that all of us agree that was a very fine statement, the rhetoric was good.

Do you see in the President's activities or statements, the recommendations of budget proposals, anything which would suggest that he has implemented that position by making any proposal which would increase the quality of education as the alternative to the problem of dealing with busing?

Mr. DAVIS. I would say no indeed. The old argument was that if you did not have busing, then you would have to spend more money on the schools from the disadvantaged areas.

Of course the budget proposal does not reflect an attitude that is in line with that proposition.

Mr. **Hawkins.** Would you agree there is less money today than when he made the statement and the quality of the programs suggested by the President would not in any way improve the quality of education.

Mr. **Davis.** I would say with the inflation factor that is true.

Mr. **Hawkins.** Thank you.

Chairman **Perkins.** Mrs. Chisholm?

I have a few questions.

Mrs. **Chisholm.** Thank you, Mr. Chairman.

First of all, we have been hearing a great deal about the concept of general revenue sharing and special revenue sharing, and I think the Governors in this country at least have begun to find out that they were taken in with respect to that concept of general revenue sharing.

We have a tendency to back up after the horse has been let out of the barn. I think now that we are talking about education special revenue sharing, we have to take a very good look at what it is we are about to do once more. It is a known fact that one of the reasons why our Federal Government had to assume a greater responsibility in terms of civil rights for people was because the local officials and the State government did not exercise their prerogatives and their responsibilities in that area.

Therefore, if we now move in the direction of giving to the local authorities and local officials the power which will be inherent in the education special revenue sharing, we may very well find ourselves regressing in terms of what we have been able to achieve for years because of the Federal Government assuming the responsibility for giving help to those who are the most powerless and most helpless in this country.

Therefore, I would like to ask this question after having drawn that analogy.

Do you feel that we should have education special revenue sharing, or whatever title you want to call it, unless we have written into the legislation civil rights and nondiscriminatory clauses?

Mr. **Biemiller.** May I remind you, Mrs. Chisholm, that when general revenue sharing was up last year, the AFL–CIO opposed it because we thought it would turn out to be the fraud that it is.

But we did at that time insist that if there was going to be any kind of revenue sharing, it must contain the most rigid possible law and rules so that civil rights would not be violated by local authorities.

We stand on that most firmly.

Mrs. **Chisholm.** Thank you.

My second question concerns this: We have been talking a great deal about testing criteria for educational programs and for evaluating children in terms of whether or not these children will benefit from different kinds of funds.

I think we have to be very wary of writing into any kind of legislation testing criteria or testing procedures. It has already been indicated quite clearly, for example, in New York City, that some of the dropouts in our common school or public school system who had failed miserably on different kinds of tests, when they were taken in by the Urban League Street Academy or by special programs passed by the New York State Legislature, had a near genious IQ. Yet if we had allowed the various tests based on our middle-class value system to stick with these youngsters, they would have been doomed for life.

Therefore, my question is this: Do you really feel that we should put into any kind of legislation testing criteria or standards? If we do move in that direction, who should be the judge and how should we approach it, remembering that many children would have been doomed in New York if we had just paid attention to these tests that were being given to them?

Mr. Davis. Certainly Dr. Sessions mentioned earlier that testing is an imprecise art obviously. But we in the past have fought the testing concept as such. We took on such austere groups as Education Testing Service and College Entrance Examination Board. The nature of the tests that were given to children to decide who is going to college in this country.

In the last couple of years they have modified the tests substantially, not to our satisfaction yet, but certainly tests are a little more oriented properly toward these children. Obviously, I think we all would agree that there has to be some measurement of progress when a youngster is in a training or learning situation, but I agree also that this ought not to be a part of any legislation. I think that is what Dr. Sessions was pointing out because of the impreciseness of it. I think it would be unfair to give to youngsters, who are poorly motivated and who have intolerable living conditions in the inner city, a test based upon the outside world that they know nothing about.

This is what happens in many areas. Maybe Dr. Sessions would like to comment.

Mrs. Chisholm. Thank you, no further questions.

Mr. Quie. Could I ask the gentlelady to yield? Your questioning on testing seemed to me carried an assumption that if a child tested poorly, then you would forget about him and not help him. Is that what you meant?

Mrs. Chisholm. It has happened unfortunately in many, many instances. I can only speak for the State of New York. We know of several instances in New York where children who had scored below the average test scores and had their IQ scores follow them around in each grade, became completely frustrated because they could not make it in the system. They either withdrew from the system or went in other directions.

We found as a result of programs based on the remedial needs of these youngsters, that many of these youngsters were actually very bright. But when you take the deprived or disadvantaged youngster who has not been able to get the benefits of the so-called middle-class value system, and you put them in a situation where the testing and evaluation procedures are constantly based on that level, of course, they are going to fall behind. And so I am just a little bit afraid of the fact that we do have some kind of criterion and some kind of measure. We have to be very careful about the bases on which we are going to set up these criteria.

Mr. Quie. I hope you are aware that in my legislation you then provide programs for those children who don't fare well in the tests just like you said there were programs provided for them and they find out as a result of the programs that they had high IQ's.

This is happening all over. Some kids have been called mentally retarded and put in an institution when in reality they had high IQ's and went on to pretty successful lives when somebody actually had a program to identify them and relate to them and bring them along in their education.

Mrs. CHISHOLM. I think maybe you and I disagree in terms of basic approach. I happen to feel it should not be the responsibility of the Congress to set up criteria in any way for evaluation of schoolchildren and school districts. I think that is a responsibility of the particular State and the school board. I don't think that this is an area in which we should begin to move.

I think there is a real difference in terms of how we view the situation.

Mr. QUIE. Because I feel that way, I don't mandate any tests at the State and local level. I feel we have to leave to them the methods which they would use in order to identify children. What really bothers me, though, Mrs. Chisholm, is that if you use the $4,000 figure, it may be in New York City that there is a host of children who are educationally disadvantaged whose parents earn between $4,000 and $8,000. They are not counted. If they happen to be going to a school with all educational disadvantagement, they are not counted at all. I want to identify whoever they are.

Chairman PERKINS. Let me say to the gentleman, if they are in New York City, what is your maximum AFDC payment to a family of eight?

Mrs. CHISHOLM. I can't give you that figure offhand. It is about $6,200 or $6,100.

Chairman PERKINS. All of those would be counted?

Mr. QUIE. But everybody is not on welfare. There are people in New York City who are earning much less than that, who are not on welfare. I don't know if it is pride or what have you, but everybody who is educationally disadvantaged and poor is not on welfare.

Mrs. CHISHOLM. I have to be the devil's advocate on that point because we realize that we do not really have enough money. The priorities of our Nation are such now that the preservation and conservation of our children is a rather low prioriy item. Therefore, recognizing that the funds are being minimized due to the attitude and the feelings of our current administration, what do we do with the limited funds that we have? And we have to do the same thing in the field of education that we are asking our Government to do on the national level, that is, we have to consciously establish some priorities.

Of course, there are going to be those that will be left out completely that need a great deal of help. What are we going to do with this limited funding? That is a very deep question. It is a question of priorities.

Mr. QUIE. That is a deep question. I will be interested in hearing how the people of New York feel about that because if you don't do anything but extend the legislation, you will get $275 million for New York. If you just hold harmless and stay at $214 million, if you go to $4,000 income across the board, you will drop down to $180 million. If you use Orshansky plus a $300 per child before you go on you drop down to $80 million. You have a lot of opportunity.

Mrs. CHISHOLM. This is what happened to the Governors when they all got excited about general revenue sharing. In some States they received more money, but in other States they received less money under the general revenue sharing concept.

We cannot look at the dollar figure alone. We have to look in terms of how those dollars are going to be allocated, who is going to have the responsibility for allocating those dollars, whether they be more or less.

We get taken in by a lot of theories and concepts. I am not taken in completely by the fact that New York would benefit more or less. I am interested in once New York gets that money, who will be responsible for allocating and distributing the money and where is this money going to go.

It is not the dollar figure alone.

Mr. QUIE. That is going to be interesting because if we continue then, the way it looks to me, if the mood that was expressed this morning is the distribution of money among the States, we will use the 1960 census for a long time to come.

Minnesota loses money. On this committee here, 30 of the members come from States who, if we do nothing, will get more money in their State even if the appropriations stay the same, and 8 of us come from States that get less money. But even with Minnesota, with $3 million as the same, the 1960 census information is the best that we could come up with.

Mrs. CHISHOLM. See who is going to distribute the money and see where it is going. It can always be changed, but I am not going to be caught like the Governors were if I can help it in terms of revenue sharing.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. It is a privilege to have Mr. Biemiller here. I think what is very interesting is that most of your constituency in AFL-CIO are not necessarily part of the disadvantaged and that this organization that you represent is so concerned that you can address yourself to these problems.

I would like to comment on page 2 and get your reaction to it. I was particularly interested in these first and third paragraphs there. I think the third paragraph should be first, the first paragraph should be second.

It says: "Congress, in addition, acknowledged the fact that the children from poor families have special needs which must be met for equal opportunity in education to have real meaning." And then, "In providing the means for financing the important compensatory programs for the Nation's disadvantaged children."

I think this is the whole crux of the thing, that poor children have special needs and the only way we are going to address ourselves to these needs is with compensatory programs. Sometimes it is limiting under the President's program of 85 percent for reading and math.

When I look at my school system in Miami and know a good portion of our schoolchildren in elementary schools have never even seen the ocean, there are a lot of things that they lack so totally that we must have the kind of programs that will give these children a chance to be a part of what living is really like and not to be locked up into a strict program that is so limited in child development.

What really concerns me is this whole nomenclature and I would like for you to react to this compensatory education because in my opinion we have never really had a compensatory education program in this country. If we were to make an effort on compensatory education as we did on putting a man on the moon, or the Marshall plan in resurrecting Western Europe or highway trust fund to build network of highways, we could have done a job with compensatory education.

We are clinging to a beachhead on compensatory programs and I would like to see us someday, with people like you to help us, develop the kind of programs that would really be a meaningful compensatory program.

I wonder if you see any hope for this, Mr. Biemiller?

Mr. **Biemiller.** May I simply observe that this is precisely the reason we were enthusiastic about the ESEA bill when it was first proposed and passed. We thought it would be the breakthrough. We agreed that it has not nearly gone as far as it ought in the direction of getting compensatory education.

And again I come back to our broken record. Let's get some money into this thing. This is what it boils down to. I repeat, as we said in our statement, if we had full funding of the ESEA, it would make a great deal of difference. Beyond that, I am perfectly willing to underwrite the 25 percent that Mr. Quie is talking about. We are willing to go 33⅓. But first of all, let's get enough money so we don't harm the present programs that are in existence. That is what is bothering us.

Chairman **Perkins.** Mr. Andrews?

Mr. **Andrews.** Mr. Chairman, I would echo what others have said thanking these gentlemen for sharing many years of experience and expertise with us here this morning. I am sure it will prove very helpful as we attempt to formulate ultimately what comes forward from the committee.

I have benefited tremendously from it. I would observe I believe that one question posed by the Chair could be answered perhaps a little bit more specifically even than it was, although the inference of the answer I would totally agree with. I believe the Chairman asked, or it perhaps initiated with one of the other gentlemen, whether these distinguished witnesses thought that the President truly meant it when he indicated that his stand on busing and otherwise was to ultimately accomplish more quality in education.

Then the question followed as to whether subsequent proposals by the President had been such as to indicate that to have been his real purpose. I believe the answer was that with inflation, it might be said that the proposal would not in fact cause more money to be put into education.

I think that is true but I think we can even go further. If I recall correctly, the Secretary of HEW stated in his testimony to this committee that some $500 million less will be spent on elementary and secondary education under his proposed special revenue sharing than under the present programs.

Is that not correct that the Secretary of HEW made that statement here?

Chairman **Perkins.** Yes; that is correct.

Mr. **Andrews.** So regardless of the inflationary matter, I think actually the program that he and the President are supporting is apparently intended to produce less dollars whatever the worth of the dollar be by some half billion dollars in this so-called special revenue sharing.

Thank you, Mr. Chairman.

Chairman PERKINS. Do you care to comment on that?

Mr. BIEMILLER. We concur with the views Congressman Andrews has expressed. We have said repeatedly that we think the so-called special revenue sharing would result in a considerable loss of money to the States and localities. We frankly take a dim view of all of the revenue-sharing things and a week ago Monday, a delegation of mayors met with Mr. Meany and myself and they too were sort of taken aback that they wished they had not gotten into this revenue-sharing thing the way they had, and I particularly got into an argument with one of the mayors who comes from my hometown but I restrained myself from saying, "I told you so," because frankly we have been skeptical of this whole approach from the very beginning. That does not mean that we don't recognize that there could be some intelligent work done by the Congress of taking certain programs and consolidating them where there is overlapping, and so on.

But that is not revenue sharing. That would be the Congress pursuing its proper duty of oversight and correction of errors that may have been made. The AFL-CIO has great faith in the Congress being the best expression that is available today of the mood and the will of the American people.

We hope the Congress will continue its efforts to improve education and improve many other things. I would only make one more remark that recently Mr. Davis and I and a couple of other people from our building met with the Secretary of HEW and his Under Secretary, and I came away and reported to Mr. Meany that the best judgment I can make on that conversation was we can have any program we want providing it does not cost any money.

Mr. ANDREWS. In that event, it would make little difference whether Mrs. Chisholm's horse got out of the barn or not. He would not be able to leave the lot, would he?

Chairman PERKINS. Mr. Benitez?

Mr. BENITEZ. No questions.

Chairman PERKINS. Mr. Brademas?

Mr. BRADEMAS. Thank you very much, Mr. Chairman. I have no questions. I want only to commend Mr. Biemiller and his associates for their position on this legislation and particularly to commend them for their criticisms of the so-called special education revenue sharing. I realize that our distinguished colleague from Minnesota has a different approach to providing Federal assistance for elementary and secondary education, an approach which I think is deserving of our serious consideration, but I do find it agreeable that Mr. Quie and some of us on this side are at least in agreement as is Mr. Biemiller on the proposition that there is not much to be said for special education revenue sharing in terms of improving opportunities for better schools in our country.

I want also to commend Mr. Biemiller for his statement that we ought to be putting some serious money into these programs because it has always astonished me that the President of the United States can brightly say, "Well, these programs have not worked," when they have only been on the statute books a few years. They involve human behavior and I think I am right in saying we have not had much more than 7 percent of the total cost of public elementary and secondary education paid for from the Federal Government.

So we put a pittance into these programs. We spend money on them for only a short time, relatively speaking. We also have found that the moneys have been expended in violation of congressional intent; namely, for middle-income schools as general aid rather than targeting them on the districts where there are a large number of low-income children, and then we complain we don't get apples off of orange trees.

It seems to me, Mr. Biemiller and his colleagues are exactly on target, and I commend them for their testimony.

Mr. Biemiller. Thank you.

Chairman Perkins. Mr. Biemiller, let me thank you again for the contribution that you always make when you come before the committee. You have been here 2 hours and you have been most helpful. I certainly hope that we can follow some of your suggestions and get this bill on the way and give it several years and bring more stability to the program than we have ever brought.

It has produced good results to my way of thinking. The only thing that has been lacking primarily is the adequacy of the funding. You have been very helpful. We appreciate your appearance here today. Thank you.

Mr. Biemiller. Thank you, Mr. Chairman.

Chairman Perkins. Mr. Benitez will introduce the next witness.

Mr. Benitez. Mr. Chairman and members of the subcommittee, it is with great pleasure that I introduce the next witness, the secretary of education of Puerto Rico, who has traveled to Washington with her assistants to propose a modification in H.R. 69, a minor modification, which would give life as far as Puerto Rico is concerned, to many of the concerns and aspirations that have been expressed here by both sides of this table.

Mrs. Rexach is a graduate from the University of Puerto Rico, with high honors; a student of philosophy in Europe and the United States; and also one of the founders of the collective program for community education in Puerto Rico; a professor of humanities at the University of Puerto Rico; she is at present, head of the Department of Education of Puerto Rico.

It is with great pleasure that I turn to her for her presentation concerning the problems of education in Puerto Rico and how they could be improved through this bill.

Mr. Brademas. Mr. Chairman, would the gentleman from Puerto Rico be kind enough to yield?

Mr. Benitez. Of course.

Mr. Brademas. I have asked the gentleman to yield because I have to go to another meeting. I only want to add my own warm welcome to Mrs. Rexach as has been extended by our distinguished colleague from Puerto Rico.

I would like to take this opportunity publicly to say to her and her associates how delighted we are on this committee to have so distinguished a representative of Puerto Rico and so eminent an educator working with us on educational legislation as our colleague, Mr. Benitez.

I wanted only to have that opportunity to make both of those observations. I thank my colleague for yielding.

Mr. Benitez. Thank you. Mrs. Rexach?

STATEMENT OF CELESTE de REXACH, SECRETARY OF EDUCATION, PUERTO RICO, ACCOMPANIED BY MARIA DeJESUS, DIRECTOR, EXTERNAL RESOURCES, DEPARTMENT OF EDUCATION, PUERTO RICO, AND ARCADIO E. MORA, SPECIAL ASSISTANT

Mrs. de Rexach. Thank you very much, Mr. Benitez and Mr. Brademas, for your kind words. My aides at my right are Mrs. Maria I. DeJesus who heads External Resources, the office which deals with Federal funds at the Department of Education of the Commonwealth of Puerto Rico; and Mr. Arcadio E. Mora, my special assistant.

Mr. Chairman, honorable members of the General Subcommittee on Education of the House of Representatives, my name is Celeste Benitez de Rexach. I am secretary of education of the Commonwealth of Puerto Rico, and I am here at the invitation of the honorable Chairman of this subcommittee, Mr. Carl Perkins, to testify on the merits of H.R. 69.

Under the provisions of the Elementary and Secondary Education Act, which H.R. 69 maintains unaltered, for funding purposes Puerto Rico is treated under the system of a 3 percent set-aside, to be shared with the Virgin Islands, Guam, American Samoa, the Trust Territory of the Pacific, and the Indian children through the Department of the Interior.

This special treatment has kept our island from receiving a full share of the Federal funds ESEA destines to education. It is the purpose of my testimony here this morning to ask the subcommittee to consider an amendment to H.R. 69 whereby Puerto Rico would be removed from the set-aside system and be granted full funding on a basis of equality with the 50 States of the union.

There are many reasons for this demand. It is a question of justice; it is a question of honoring the commitment to provide equality of opportunities for all American citizens without regard to their race, color, sex, or religion; it is a question which touches the very heart of the philosophical premises which have made this Nation great in its quest for freedom and dignity for all men.

But I have not come to talk philosophy with you this morning. I am here to request your help for my people and to ask you to consider the pressing need that our educational system has of your assistance and help.

Through a process of accelerated change, Puerto Rico's economy is being transformed from its traditional agricultural structure to one in which manufacturing, commerce, the service industries, and construction play an increasingly predominant role. The annual family income in the island rose from a median of $611 in 1940 to $3,063 in 1970.

However, despite such an impressive increase in per capita income, the real socio-economic situation of Puerto's Rico's population still cannot be considered a healthy one. According to the 1970 census figures, 60.6 percent of all families in Puerto Rico have an annual income of less than $4,000, as compared to the national average of only 15.2 percent.

The changing nature of our economy, the high incidence of families below the poverty level, and the density of our population place enormous demands and strains on our educational system.

For instance, in tending to the needs of the 712,000 children in our public schools, limitations of classroom space and teaching positions force us to use in the elementary school level a double shift system which provides only three or four hours of daily schooling for 8 percent of our total enrollment.

An additional 16 percent of our children attend classes during only 5 hours a day. In the intermediate and high school levels, 14 percent of our total enrollment is served through interlocking systems, which provide 5 hours of schooling daily. The net result is that 38 percent of our total school population receives less than 6 hours of daily instruction.

Mr. BENITEZ. I understand you would want your entire testimony to go in the record.

Mrs. DE REXACH. Oh, yes, definitely.

Mr. BENITEZ. Is there any objection? Without objection, it is so ordered.

[The statement referred to follows:]

STATEMENT OF HON. CELESTE BENÍTEZ DE REXACH, SECRETARY OF EDUCATION, COMMONWEALTH OF PUERTO RICO

Mr. Chairman, Mr. Resident Commissioner of Puerto Rico, Members of the General Subcommittee on Education of the House of Representatives: My name is Celeste Benítez de Rexach. I am Secretary of Education of the Commonwealth of Puerto Rico, and am here at the invitation of the Honorable Chairman of this Subcommittee to testify on the merits of H.R. 69, a bill to extend the major Federal programs for elementary and secondary education. The purpose of my presentation is to request that this Committee consider an amendment to the aforementioned bill to the effect that the Commonwealth of Puerto Rico be treated on a basis of equality with the fifty states of the Union for the purposes of eligibility in the allocation of funds.

There are many reasons for this request. One is the question of justice: to provide equality of opportunity for all American citizens regardless of their race, color, sex or religion. But in addition there are very compelling pragmatic reasons, which are clearly in the interest of the continental United States as well as Puerto Rico. Indeed, as I will develop later, the relationship between the quality of education in Puerto Rico and the economic and social benefits of many American cities is very direct. Conversely, shortcomings in our educational system translate themselves into social and fiscal burdens for these same cities.

I am here to ask for help for my people in their pressing need for an improved educational system. But at the same time, I am asking for your understanding that this is not just a Puerto Rican problem, but one which affects large parts of the United States.

Through a process of accelerated change, Puerto Rico's economy is being transformed from its traditional agricultural structure to one in which manufacturing, commerce, the service industries and construction play an increasingly predominant role. The annual family income in our country rose from a median of $611 in 1940 to $1,268 in 1960 and to $3,063 in 1970. The per capita annual income increased from $121 in 1940 to $570 in 1960, and to $981 in 1970.

However, despite such an impressive increase in per capita income, the real socio-economic condition of Puerto Rico's population still cannot be considered a healthy one. According to the 1970 Census figures, 60.6% of all families in Puerto Rico have an annual income of less than $4,000, as compared to the national average of only 15.2%. In 74 of the 78 municipalities of the Island more than 50% of the families have an annual income of less than $4,000. In the four other municipalities the percentage of families below the poverty level ranges from 36% to 46.5%.

In addition to the foregoing income data, it must be remembered that our population has risen from a total of 1.8 million in 1940 to 2.7 million in 1970.

In the light of the changing nature of our economy, the high incidence of families below the poverty level and the density of our population, the demands and strains placed on our educational system are enormous.

The Commonwealth of Puerto Rico has made heroic efforts to meet this challenge. At present, 34% of our total annual budget is destined to fund public education on the Island. No state of the Union and no country in our hemisphere can match our public record of continued state support to education. But even that is far from enough.

In August 1972 the total school-age population (5 to 17 years of age) was 843,277. Out of this total, 692,293 pupils were enrolled in public elementary and secondary schools, for a percentage of 79.7%. There is an additional 11.3% attending private elementary and secondary schools. A comparison with corresponding figures in the United States is shown in the following table:

PUBLIC EDUCATION—ENROLLMENT AND EXPENDITURES

	Puerto Rico 1969–70	United States 1970
Enrollment:		
Elementary, secondary	672, 200	46, 531, 000
Higher education	37, 839	5, 699, 000
Population:		
6 to 18 years	843, 277	52, 444, 769
19 to 24 years	285, 768	19, 931, 238
Enrollment as percent of population:		
Elementary, secondary	79. 7	88. 7
Higher education	13. 1	28. 6
Enrollment in Peurto Rico at U.S. enrollment rate:		
Elementary, secondary	748, 000	
Higher education	82, 000	
Expenditures (millions):		
Elementary, secondary	$232. 0	$41, 000
Higher education	72. 6	16, 300
Expenditures per student:		
Elementary, secondary	345. 0	881
Higher education	1, 919. 0	2, 860
Expenditures in Puerto Rico at U.S. enrollment and expenditure rates (millions):		
Elementary, secondary	659. 0	
Higher education	235. 0	
Total	894. 0	
Total Government budget[1]	970. 0	

[1] Includes Federal grants.

Sources: Commonwealth Budgets, Census of Population, Statistical Abstract of the United States.

Whereas in Puerto Rico 80% of the population of school age is enrolled in public elementary and secondary schools, in the United States the corresponding figure is 89%. In higher education the gap is much wider. Enrollment in our technical schools and universities would have to be more than doubled to reach the present U.S. levels.

To tend to the educational needs of our regular enrollment (679,000) we have at present 17,001 academic school rooms and 22,600 teachers. Our shortage of classrooms and teaching positions forces us to use in the elementary school level a double enrollment system, which provides only three or four hours of schooling daily for 8% of our total enrollment. An additional 16% of the total enrollment (106,980 students from the elementary level) attend classes for only five hours. In the intermediate and high school levels 14% of our total enrollment is served through interlocking systems, which provide five hours of schooling daily. The net result is that 38% of our total school population receives less than six hours of daily instruction.

The academic qualifications of our teaching staff is another area in which great efforts for improvement have yet to be made. As can be seen in the following daily. The net result is that 38% of our total school population receives college-level instruction, and 1,917 have less than two years of college.

ACADEMIC QUALIFICATIONS OF CLASSROOM TEACHERS, PUBLIC SCHOOLS, 1ST MONTH OF SCHOOL YEAR

Academic qualifications	1963–64	1965–66	1967–68	1969–70	1970–71	1971–72
High school diploma		51	74	155		
Less than 6 years of college level instruction	303	390	763	1, 816	2, 267	1, 917
2 years of college	8, 275	7, 675	7, 215	6, 779	6, 903	6, 998
Bachelor's degree	8, 178	9, 148	10, 953	12, 205	13, 502	14, 115
Master's degree	185	166	253	282	443	474
Ph. D	1	1	1			
Professional certificate						138
Others			189	501		
Total	16, 942	17, 431	19, 448	21, 738	23, 115	23, 642

Puerto Rico has a very low student retention rate. Of the total number of students entering first grade in 1960 (78,801), only 33.8% (26,627) were able to obtain their high school diplomas in 1972. Out of this total, only 8,045, or 30.2%, entered our State University that year. Our main retention problem comes after the elementary level, where students start dropping out at alarming rates, mainly because of economic reasons. The net result is that there is a large gap between our educational system and that of the United States. The measure of this difference can be seen in the fact that according to the 1970 Census, the median of schooling in Puerto Rico is 6.9 years, whereas in the States the corresponding figure is 12.1 years of school. In addition to this, our present illiteracy rate is 11% of our total population. We can thus understand the following conclusion reached by one of our leading researchers back in 1966: "At the present moment, the distance that separates Puerto Rico from the United States in terms of levels of instruction is more than 50 years . . . It is estimated that only in the year 2010 will the Island be able to reach the educational levels attained by the United States already in 1960." (José Vázquez Calzada, *El Desbalance Entre Recursos y Población en Puerto Rico*, School of Medicine, Section of Demographic Studies, University of Puerto Rico, November 1966, page 17).

It is in expenditures per student, however, where Puerto Rico lags most behind. At all levels they would have to be more than doubled to reach average expenditure levels in United States schools and colleges. To lift both enrollment and expenditures per student in Puerto Rico up to United States levels is, of course, much too lofty a target to set for ourselves for the near future. It would require nearly three times the current budget for education—an amount nearly equal to the total funds available to the Commonwealth Government. (See table on p. 3.)

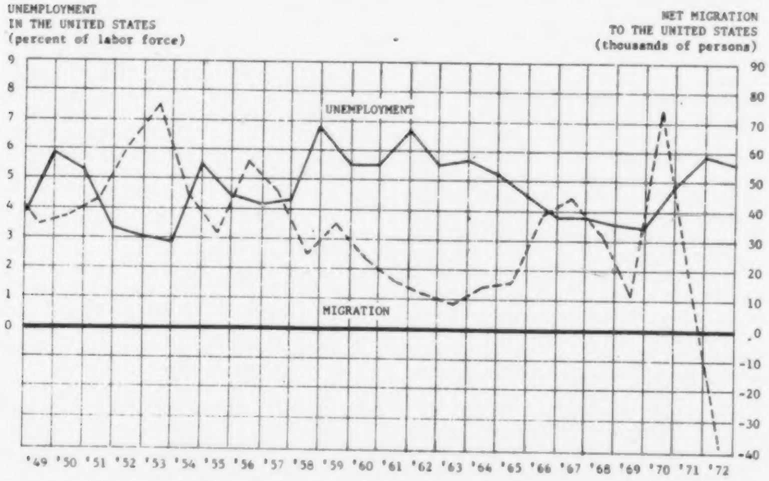
We should be able, however, to develop an educational system that approaches United States educational standards at a lower cost. Teacher salaries, for example, will necessarily remain below those in the States for many years to come. Precisely because our financial resources are so low, we must apply them where they will be most productive. We know, for example, that our unemployment rate runs about 17% for high school dropouts, 11% among those who graduate and that it drops to 4% or less for those who have a year or more of advanced education or training. It is clearly a great social waste to invest in 11 years of education and then fail to retain the student for the additional year or more that will make him so much more employable and productive. Moreover, we should soon be able to concentrate on improving the quality of education, since our school age population is beginning to stabilize and in a few more years it should start to decline.

Consciousness of the social and cultural values of education, as well as of its economic benefits, is so high in Puerto Rico that you can be assured that maximum public resources will be devoted to it and that every educator is alive to the necessity of making the most effective possible use of these funds. The knowledge that most of our students will probably graduate to live in the States instead of in Puerto Rico must not be allowed to detract from our efforts. Since 1950, population in Puerto Rico has increased by about 600,000 people. At the same time, about 800,000 young Puerto Ricans have migrated to the States. This is why Puerto Rico needs and deserves special Federal assistance in its educational task.

This is also why it is clearly in the national interest to have effective educational programs and better educated people in Puerto Rico. In fact, it is just as important to have good education in Puerto Rico as it is to have good education in any and all of the states of the Union. This is so because the economy of Puerto Rico is closely integrated with the United States economy and because the Puerto Rican labor force provides a significantly large manpower reserve that is highly responsive to the need for workers in the States.

The pattern of Puerto Rican migration to the States is shown by the broken line in the following chart. Most of them have migrated in periods of active demand for labor, particularly during the 1950's and the late 1960's. After the onset of the recent recession, migration dropped sharply and in the fiscal year ending last June, there was a net movement of 39,000 Puerto Ricans back to the Island.

RESPONSIVENESS OF PUERTO RICAN MIGRATION TO U S DEMAND FOR LABOR



Fiscal years ending June 30 for migration; calendar years for unemployment

The chart shows how very responsive this migratory movement is to the changing demand for labor. In almost every single year when increasing demand reduces the United States unemployment rate, migration rises to meet that demand. In periods of high unemployment, migration falls to a low ebb.

Most of the migrants are young people from rural Puerto Rico and, by United States standards, they are seriously under-educated. In 1966, a year of relatively high migration, two-thirds of the migrants were from rural areas. Most of them were of labor force age, with 64% concentrated in their late teens and early twenties. The very low proportion of children under 14 years of age, only 8%, indicates clearly that the great bulk of the migrants, probably over 70%, are members of the labor force. They are young individuals or young couples who have found here in the States the jobs they could not find in Puerto Rico.

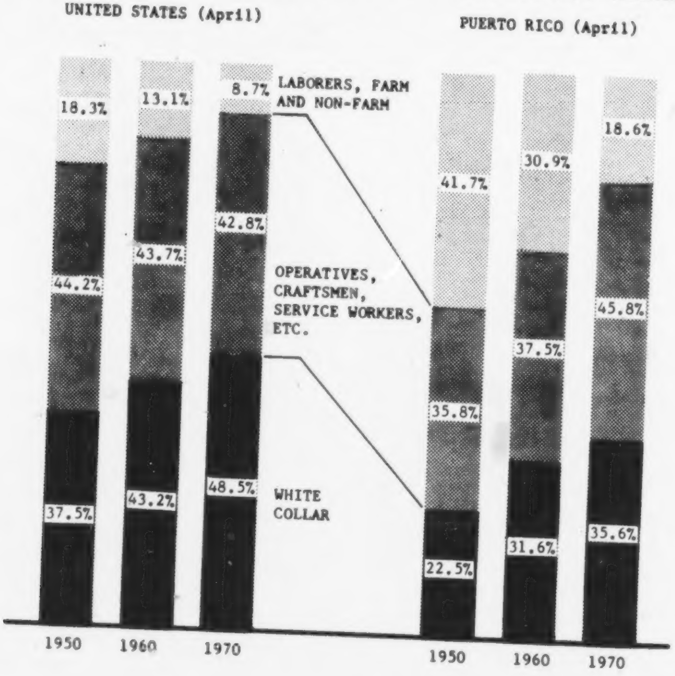
The level of education among the migrants, however, is distressingly low. Only 19% are high school graduates and less than half have completed the primary grades. While statistical data are not available on the jobs they fill here in the States, it is abundantly clear that most of them are factory and service workers in the big cities, notably New York. These under-educated young people of rural origin, very few of them who can really cope with the English language, are simply not prepared for better jobs, nor for the difficult problems of urban living.

They will be even less so in the future, if past trends continue. In the United States—and markedly so in Puerto Rico—the economy increasingly seeks better educated and better trained people. Unfortunately, this means that the two economies can employ fewer and fewer people who are undereducated and untrained. As an educator, I am not competent to explain why the economies of the United States, Puerto Rico and of many other countries are behaving in this fashion. I can only point to the facts about the changing structure of employment that are illustrated by the opposite chart.

What has been happening for years, and probably at an accelerated rate during the last two decades, is that the need for professional, technical and other white collar workers has been rising with great rapidity while the demand for manpower in the physical sense has been declining. We all know in a general way that this is a function of technology, which is itself a product of brain power rather than muscle.

The occupational structure of an economy is one of the most fundamental measures of its degree of development and the very rapid pace of development in Puerto Rico is reflected in the chart. The chart also shows, however, a remarkable similarity between the occupational distribution of the work force in Puerto Rico in 1970 with that for the United States in 1950. In spite of our rapid development we are still twenty years behind.

CHANGES IN OCCUPATIONAL COMPOSITION OF EMPLOYED WORKERS



But even now, opportunities in Puerto Rico for unskilled workers are comparatively few and we have tens of thousands of unskilled and undereducated people trying to find work.

Over the past two decades, many more of these job seekers have been able to find work in the States than in Puerto Rico. No reliable data on employment of Puerto Ricans in the States are available. However, with 800,000 Puerto Ricans migrating since 1950 and with the labor force participation rate of the migrants being in the neighborhood of 70%, the number of Puerto Rican workers in the United States may have increased by as many as 560,000. This is about three times the size of the 187,000 employment increase in Puerto Rico during the same 22 year period.

It is this situation that leads me to the conclusion that three out of four of our young people leaving school in Puerto Rico are destined for jobs here in the States. It is clearly in the national interest that these young people fit the increasing needs of the United States for qualified, rather than for unqualified, workers.

The educated Puerto Rican migrating to the States is all "benefit" and little "cost" to the United States economy and to its society in general. He is sought after by employers and he is likely to provide cultural enrichment to the community in which he lives. The uneducated Puerto Rican migrant clearly fills an immediate need of the United States economy of yesterday and today. Otherwise the migrants would not be moving in such large numbers. But in United States society many of them are misfits. If his obsolescent job evaporates, the underqualified Puerto Rican migrant and his or her family has only two choices—public assistance here in the States, or return to public and family assistance "at home" in Puerto Rico. Directly or indirectly, either choice imposes "costs" on both the United States and Puerto Rico, with little or no "benefits".

Federal assistance to education in Puerto Rico thus has multiple benefits—it improves the quality of the United States labor force; it reduces welfare costs, especially in the big cities; it speeds the economic development of Puerto Rico; and it improves the quality of life in all parts of the country where Puerto Ricans reside.

COMMONWEALTH OF PUERTO RICO, DEPARTMENT OF EDUCATION, OFFICE OF EXTERNAL RESOURCES

PROGRAMS EXTENDED AND/OR AMENDED BY H.R. 69, GRANTS FISCAL YEAR 1966-73

Programs	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73	Tota
Education for children from low income families title I—ESEA:									
Children from Low Income Families	$20, 366, 852	$18, 814, 659	$21, 223, 781	$19, 765, 864	$23, 342, 068	$25, 512, 805	$26, 793, 647	$26, 793, 648	$182, 613, 324
Children in Institutions for Delinquent						252, 632	329, 026	329, 026	910, 684
Education of Handicapped Children in State Institutions				242, 944	266, 429	310, 142	358, 554	358, 556	1, 536, 625
School library program—title II—ESEA	1, 824, 200	1, 777, 382	2, 063, 321	1, 008, 227	846, 237	1, 634, 564	1, 841, 850	1, 841, 850	12, 837, 631
Programs for supplementary educational centers and services and guidance, counseling and testing—title III—ESEA:									
Title III—ESEA	1, 696, 360	3, 348, 570	3, 464, 140	3, 648, 997	2, 411, 335	2, 071, 948	3, 151, 235	3, 147, 001	22, 939, 586
Title III—Sec. 306 ESEA						10, 000	410, 970	419, 707	840, 677
Programs to strengthen State and local educational agencies:									
Title V-A sec. 503 Public Law 89-10	162, 621	215, 060	248, 279	266, 007	265, 480	265, 480	321, 194	326, 642	2, 070, 763
Title V-pt C—ESEA comprehensive planning						67, 000	67, 000	67, 000	201, 000
Bilingual education program—title VII—ESEA						5, 000	100, 000	88, 000	193, 000
Programs for the education of the handicapped:									
Education of the handicapped children VI-B		32, 750	300, 049	611, 942	568, 846	625, 291	652, 233	652, 233	3, 443, 344
Training of professional personnel in the education of the handicapped VI-D	69, 060	69, 407	87, 105	89, 018	102, 249	102, 249	102, 249	102, 249	723, 587
Title VI-pt G—learning disabilities child service								125, 000	125, 000
Adult Education Act:									
Title III—Public Law 91-230 adult education program	324, 765	436, 000	495, 558	583, 200	648, 000	691, 075	787, 464	787, 464	4, 753, 526
Title III—sec. 309(b) Public Law 91-230, upgrading of the Model City residents through the expansion and improvements of adult basic education								106, 400	106, 400
Title III—sec. 309(b) Public Law 91-230—right to read community-based project								30, 000	30, 000
Federally affected areas—Public Law 81-874			47, 611	294, 018	524, 047	457, 265	724, 265		2, 047, 206
Total	24, 443, 858	24, 693, 828	27, 929, 845	26, 510, 217	28, 974, 691	32, 005, 451	35, 639, 687	35, 174, 775	235, 372, 353

ILLITERACY IN PUERTO RICO

Literacy is one of the outstanding concerns in Puerto Rico. The 1970 Census revealed a 10.8 percent illiteracy rate. (See Appendix). This situation is taken to mean that almost a quarter million Puerto Ricans live in complete ignorance due to not knowing the basic communication skills.

The fact that there is a 10.8 percent illiteacy rate is in itself an alarming situation due to the economic and social implications this percent has. But we are more deeply worried with the fact that out of 82 municipalities in the island of Puerto Rico, 31 have an illiteracy rate ranging from 15 to 20 percent. We believe this situation to be intolerable as one out of every five citizens is on the verge of basic knowledge and is headed for complete ignorance.

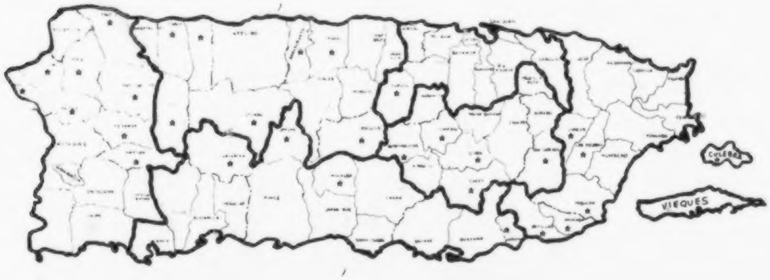
The municipalities of school districts we are so worried about are the following grouped by school regions:

Arecibo	Caguas	Humacao	Mayaguez	Ponce	San Juan
Manatí	Comerío	Patillas	Las Marías	Villalba	Corozal.
Camuy	San Lorenzo	Maunabo	Maricao	Arroyo	
Utuado	Barranquitas	Culebra	Rincón	Adjuntas	
Orocovis	Cidra	Juncos	Aguada		
Lares	Cayey	Las Piedras	Moca		
Barceloneta		Yabucoa	San Sebastián		
Hatillo			Isabela		
Jayuya			Añasco		

It may be seen that the Arecibo and the Mayaguez regions comprise the municipalities having the highest illiteracy rate. It may also be observed in the attached map that most of the school districts with 15 to 20 percent of illiteracy are found in the central part of the island which is to say those school districts with the major rural zones.

In addition to the 31 school districts mentioned, we would also like to point out the fact there are 27 municipalities which are over the 10.8 percent. These school districts also have a higher rate in the rural zone. There are only 18 school districts that have the illiteracy average or above and among these are the cities that make up the San Juan Metropolitan Area. (See Appendix)

MUNICIPALITIES WITH ILLITERACY AVERAGE FROM 15 TO 19.9%



(Data from Federal Census 1970)

Mrs. de Rexach. Regarding the academic qualifications of our teaching staff, may I refer you to the table on page 4 of my written testmony. As you can see, 40 percent of the total number of teachers have not received 4 years of college-level instruction, and 1,917 have less than 2 years of college.

Puerto Rico has a very low student retention rate. Of the total number of students entering first grade in 1960, only 33.8 percent were able to obtain their high school diplomas in 1972. Our main retention problem comes after the first 6 years of schooling, when students start dropping out at alarming rates, mainly for economic reasons.

The net result is that there is a large gap between our educational system and that of the United States. According to the 1970 census figures, the median of schooling in Puerto Rico is 6.9 years, whereas in the States, the corresponding figure is 12.1 years of school.

In addition to this, our present illiteracy rate is 11 percent of the total population. We would have to go back the turn of the century to find a comparable figure in American society. It was in 1900, 73 years ago, that there was an illiteracy rate of 11.3 percent in this country.

We can thus understand the following conclusion reached by one of our leading researchers in 1966:

> At the present moment, the distance that separates Puerto Rico from the United States in terms of levels of instruction is more than 50 years . . . It is estimated that only in the year 2010 will the island be able to reach the educational levels attained by the United States by 1960.

This is the educational system we have in Puerto Rico. It is a system which has severe flaws and very urgent needs. It is also a system we are proud of, very proud of, because it is a manifestation of the will of the people of the Commonwealth to better our own society, to lift ourselves up by our own bootstraps, and to make our island a better, more decent, more equitable place in which to live.

The Commonwealth of Puerto Rico has made heroic efforts to meet this challenge. For over the past two decades, our local government has destined 33 percent of our total annual budget to fund public education on the island. No State of the Union and no country in our hemisphere can match our public record of continued State support to education.

But this is not enough. We are at the end of our resources, and we cannot expect the Commonwealth to devote a still larger part of its resources to education. We need help from the Federal Government, and we need such aid in a degree commensurate with our needs.

Now, there is another point I want to make, and one to which I hope the honorable members of this subcommittee will give most serious thought. In helping Puerto Rico attain a better educational system you are not only helping us build a more equitable society on our island, but also a healthier society for the Nation as a whole.

In our times, no country is isolated from another. This is especially so in our case, where the high mobility of our society and the scarcity of jobs in the Commonwealth have combined to make Puerto Ricans an important part of the North American labor force.

This is also why it is clearly in the national interest to have effective educational programs and better educated people on the island. Our economy is closely integrated with the U.S. economy and the Puerto Rican labor force provides a significantly large manpower reserve that is highly responsive to the need for workers in the States.

Most of our migrants are young people from rural Puerto Rico and, by U.S. standards, they are seriously undereducated. In 1966, a year of relatively high migration, two-thirds of the migrants were from rural areas. Most of them were of labor force age, with 64 percent in their late teens and early 20's. There are young individuals or young couples who have found here in the States the jobs they could not find in Puerto Rico.

The level of education among the migrants, however, is distressingly low. Only 19 percent are high school graduates and less than half have completed the primary grades. Most of them are factory and service workers in the big cities, notably New York.

These undereducated young people of rural origins, very few of whom can really cope with the English language, are simply not prepared for better jobs, nor for the difficult problems of urban living.

They will be even less so in the future, if past trends continue. In the United States—and markedly so in Puerto Rico—the economy increasingly seeks better educated and better trained people.

Unfortunately, this means that the two economies can employ fewer and fewer people who are undereducated and untrained. Therefore, it is clearly in the national interest that these young people fit the increasing needs of the United States for qualified, rather than for unqualified workers.

The unqualified Puerto Rican migrant clearly fills an immediate need of the American economy of yesterday and today. Otherwise, the migrants would not be moving in such large numbers. But if his obsolescent job evaporates, the underqualified Puerto Rican migrant and his or her family has only two choices: public assistance here in the States, or return to public and family assistance at home in Puerto Rico. Directly or indirectly, either choice imposes "costs" on both the United States and Puerto Rico, with little or no "benefits."

In conclusion, ladies and gentlemen, allow me to reiterate my petition that you consider amending H.R. 69, for the purpose of granting Puerto Rico full funding on a basis of equality with the States of the Union. It is a question of justice; it is a question of fully complying with the purpose and intent of the law; and it is also a question of serving the best interests of Puerto Rico and of the United States. Thank you.

Mr. BENITEZ (presiding). Thank you. Let me ask you one or two questions before leaving you to the tender mercies of my colleagues. So I understand, the only purpose of the amendment you are recommending is to put Puerto Rican students and the Puerto Rican public school system on the same level as the States as far as this law is concerned?

Mrs. DE REXACH. That is correct.

Mr. BENITEZ. Assuming that such an amendment were to be granted, what would be the impact of that change as far as the national appropriation for 1972 is concerned? This is $1,560,000.

Mrs. DE REXACH. If you turn to the first appendix on my written testimony you will find under title I funds the moneys which are most affected by the amendment. We calculate that for fiscal year 1972, Puerto Rico received a total amount of $26.7 million. That is under the system of 3-percent set-aside. If on that same year had we been treated as a State, Puerto Rico would have received $84.9 million dollars.

That means an increase of $57.7 million on title I funds using fiscal year 1972 as a base.

Mr. **Benitez.** And should this amendment be approved, what effect, if any, would it have in your estimation on the educational system over which you are presiding?

Mrs. **de Rexach.** There is no doubt extra funding in that measure would be, of course, a boon to Puerto Rico. Our needs are so great that it is difficult to establish a set of priorities because of the pressing nature of all our needs, but I would like to mention some aspects on which we would be able to work right away.

In the first place, it would help us greatly in eliminating the double shifts of which I spoke earlier.

The funds would be destined with first priority toward that end. We would also like to provide pre-school education for children from low-income families who do not receive any pre-school education at the present moment. We would be able to take care of the 31,711 children from low-income families for a 2-month period in the summer of preschool education. That could be done right away.

We would also be able to provide better opportunities for education of unemployed dropouts. The total number of young people between the ages of 16 and 21 years of age out of work and out of school in Puerto Rico is no less than 149,000.

We would be able to continue strengthening our in-service training for teachers and allowing them to upgrade their skills and their academic training. There is a host of programs to which we would be able to give our immediate attention if we should receive such funds.

Mr. **Benitez.** Within the system itself and for the students that at present attend public schools in Puerto Rico, is there any discrimination?

Mrs. **de Rexach.** Any discrimination by race or by sex?

Mr. **Benitez.** By race or by sex or any other kind.

Mrs. **de Rexach.** No; none whatever.

Mr. **Benitez.** And the funding would be shared equally within the system and within the province?

Mrs. **de Rexach.** That is right, sir. Our system is a very highly centralized system in which all programs are administered from the central offices of the Department of Education and that is a sort of guarantee that these moneys and these programs will reach those people who need them.

Mr. **Benitez.** A final question. What has been the effect of education in Puerto Rico as far as social mobility is concerned?

Mrs. **de Rexach.** There is no question that it has had a very profound effect. Perhaps we would be able to follow that effect on page 9 of my presentation. Although these graphs have to do with changes in the occupational composition of employed workers, as its title would indicate, one can see that there has been a gradual upgrading, if one may say so, of the employed workers in the sense that now in 1970, we have a greater proportion of white-collar workers than of laborers, farm and nonfarm workers, that is, unskilled and uneducated wokers.

I think this chart illustrates to some degree the effect that better educational opportunities have had on the society as a whole.

Mr. **Benitez.** Could you repeat again the number of students that are now in the public school system of Puerto Rico?

Mrs. DE REXACH. Yes, we have now 712,000 students attending public schools in Puerto Rico.

Mr. BENITEZ. As I understand it, your main problem is not so much extending education to all, but improving the education that is offered.

Mrs. DE REXACH. That is right. I think there is also room for improvement in the sense that at present we give education in the public school system to 81.9 percent of the school population. We could improve that. We would bring these percentages up but of course we do need very desperately to upgrade and better the quality of education on the island.

Mr. BENITEZ. Mr. Quie?

Mr. QUIE. Thank you, Mr. Chairman. I enjoyed having our visit prior to this meeting, too. It has been a problem for us for some time, realizing that we have treated Puerto Rico with set-aside money and now we have the Congress wanting to move toward treating Puerto Rico as a state. I feel in theory I would be in agreement with you, but we have a dilemma. The problem is that there wouldn't be any more money appropriated this next year than we had in the past year.

The administration has talked about 100 percent hold harmless and the Chairman in his bill talks about 100 percent hold harmless. That means you may be a state but in your treatment, you would not get any more money.

I think you ought to be aware. I did not have this information yesterday, but there are only three States that receive more money now in title I than Puerto Rico would receive if you had the funding that would make it comparable to a State because of the high percentage of individuals with low incomes in Puerto Rico.

Texas is very close. They received $88 million last year and you suggested you would receive $84.9 million. And the other two large States are States that receive more are California and New York. So you would be receiving more than Illinois and it might be a little difficult for some of those Congressmen to take that. I wanted to tell you that was a dilemma we face now.

I do think, however, that educationally disadvantaged, no matter where they are, should be helped through this legislation and you are certainly part of the whole aspect of the Federal Government's effort to assist children wherever they are.

My question is, in the students who do finish high school and go on to higher education, how is their achievement in comparison with people educated on the mainland?

Mrs. DE REXACH. I don't think that we at present have any means of comparing achievement on the island and on the mainland in elementary and secondary level. There are no comparable achievement tests.

In our case, at the department of education, we have our own tests for determining reading proficiency in Spanish, English, and mathematics, both at elementary and secondary school level and dealing with total school population of Puerto Rico.

I do not believe that we have a comparable mechanism or tests that would allow us to make these comparisons.

Mr. QUIE. You have about half, a greater percentage of your total enrollment going on to higher education than we have on the mainland. Would that be a correct judgment?

Mrs. DE REXACH. Only about 30 percent of our total high school graduates from public schools are able to enter the State university. That would make it a third.

Mr. QUIE. And we have something over 50 percent in the United States at this time. I know that bit of information is not very exact as a comparison, but I thought you might have known how those who leave the high school there and come to a mainland university, if they are having difficulty keeping up with other students or if they are ahead or what?

Mrs. DE REXACH. I am sorry, I don't have that information.

Mr. BENITEZ. Would the gentleman yield?

Mr. QUIE. Yes, I yield.

Mr. BENITEZ. I may provide some information in that context. At the present, there are in Puerto Rico, 70,000 students, men and women, in higher education and there are students from Puerto Rico all over the States and Latin America and in Europe.

Both the ones who graduate from the university and the ones who graduate from the high schools and come to the United States for education do quite well. And I think this is an evidence of high motivation and determination to work.

Mr. QUIE. Is there a movement in salaries of the teachers upward and is the gap between the salaries of a teacher in Puerto Rico and the mainland narrowing?

Mrs. DE REXACH. Our salaries are slowly improving, depending, of course, on the capability of our economy. Our starting salary now for a teacher with a B.A. is $465 a month. That teacher receives a yearly salary increase of $25 per month. At the present, the Legislature of Puerto Rico is considering a new system of salary scale, and we are very aware of the fact that we need to bring those salaries up to better standards. However that is the best we have been able to do.

Mr. QUIE. Thank you very much.

Mrs. DE REXACH. May I address myself to your opening remarks, Mr. Quie, regarding the actual funding situation in the States? We are very well aware of these difficulties and in that sense we share Mr. Perkins' realism of which he was speaking at the beginning of Mr. Biemiller's testimony, and we are fully aware that at the present moment with all of these difficulties, Puerto Rico would not be able to receive the full funding even if this legislature accepts that amendment and it is enacted into law.

But I am hopeful and confident that a formula could be devised by which the additional moneys that Puerto Rico would be receiving as a State could be phased in, in accordance with the conditions of the economy and in accordance to the needs of our country. I think a formula could be worked out in order to solve the problems you are proposing.

Mr. QUIE. Thank you.

Chairman PERKINS. What suggestion do you have along that line?

Mrs. DE REXACH. I don't think I am in a position to make a suggestion, but I would expect that if H.R. 69 has a 5 year duration, that at least by 1978, Puerto Rico would be receiving its full share of funds.

Chairman PERKINS. You feel that we would need 2 or 3 or 4 years to make some studies and perhaps have some demonstration products on the testing scores, would you not, before we put anything like that into permanent law?

Mrs. DE REXACH. Oh, you are speaking about——

Chairman PERKINS. Allocation of funds on test scores.

Mrs. DE REXACH. Yes. I would think that there should be a very good examination before the law is enacted. I would agree with you on that point, sir.

Chairman PERKINS. Thank you very much.

Mr. BENITEZ. Will the gentleman yield for a moment?

Chairman PERKINS. Yes.

Mr. BENITEZ. I didn't understand the answer to the question exactly. Are you saying you want an examination before——

Mrs. DE REXACH. No, I suppose Mr. Perkins was referring to the bill Mr. Quie has presented. Was that not right?

Chairman PERKINS. That is correct. I understood the lady to state that there should be more research and demonstrations before we go to the Quie approach.

Mr. QUIE. You asked her if she would agree to it.

Mrs. DE REXACH. And I said yes.

Chairman PERKINS. Mr. Andrews, any further questions?

Mr. ANDREWS. Yes, I might inquire. I am a freshman and not very familiar with all of this. I noticed in your beginning you explained something and I did not know, which is very fundamental to all that you subsequently said, and that is that Puerto Rico apparently shares a 3 percent set-aside, and I am not totally sure what that is, but I won't ask now because I imagine everyone else knows and I will be wasting their time.

Apparently this amount of funds less proportionate than the States is receiving is shared by Puerto Rico, Guam, and America Samoa and so forth. I believe your subsequent remarks related to your proposal to the effect that Puerto Rico should receive more. What about the others with whom you now share, would you recommend that they receive increasing amounts proportionately to Puerto Rico, or are you not attempting to speak as to that?

Mrs. DE REXACH. I really don't feel myself qualified to talk for the Virgin Islands, Samoa, Guam, and so forth. I do not know what their reaction would be to such a possibility.

Mr. ANDREWS. Well, certainly I believe we could assume that they would share your view as to themselves, but again, it gets back to the scarcity of funds and I wonder if you would propose that for any reason Puerto Rico be sort of doubly set aside, not only set aside in terms of the 3 percent but should you be set aside from the others in terms of attempting to increase your proportionate share of the total title I funds.

Mrs. DE REXACH. Of course, we would welcome any possibility of increasing the amount of funds we receive from the Federal Government, but our ultimate goal is that Congress recognize the need to treat Puerto Rico as a State on the basis of equality with all other States.

Mr. ANDREWS. Thank you.

Chairman PERKINS. Mrs. Chisholm?

Mrs. CHISHOLM. Thank you very much, Mr. Chairman. I think you said today that you did not come here to discuss philosophy, but I think this is very important. It is a basic philosophy that we are dealing with, and that is partly the reason for the different treatment of our Indian citizens that are within the borders of this country, the Samoans, people from the Virgin Islands, et cetera. It has a great deal to do with the basic philosophy. They are all American citizens. I want that to go on the record.

Second, it seems to me that we fail to recognize one very important thing with respect to the Puerto Rican situation, that one of the reasons for thousands of Puerto Ricans coming to the mainland in this country is to be able to find some kind of opportunity, some kind of way to become a part of the mid-stream of this American society of which they are citizens.

Unless we understand that there is a direct connection between the economy and the education of any group of citizens in the country, we are going to continue to face many problems. Therefore, I say that it is time to recognize that Puerto Rico needs a great deal of help in terms of the educational legislation that is applicable to all other States because to the extent that help is given, the people will not want to come to the mainland in tremendous numbers.

They will be prepared to move into a society that is fast becoming commercialized and industrialized. They will be able to get the education that is necessary to cope in an automated and technological society.

I have a large Puerto Rican constituency and many of them have indicated that they do not want to come to the United States; they would really like to stay in their own homeland, but because of the lack of educational facilities and lack of educational opportunities, they have to come here like so many other persons of other extractions.

Therefore, I feel that if we were able to regard Puerto Ricans and Indians and Virgin Islanders and all of the other persons as American citizens, which they are, many of the attendant problems which they bring to the mainland would be better understood.

To that extent, I want to say to you that I agree wholeheartedly that not only Puerto Rico, but all other territories in which American citizens reside, should have the same kind of treatment as citizens residing in the United States. In this way we would find that as the Puerto Ricans begin to get the education to cope in that society, they will not be coming to the shores of America because basically most Puerto Ricans would like to stay in their country.

I think somebody needs to begin to explain to all Americans why so many Puerto Ricans come to this country, what is happening on their island. This is our responsibility.

I want to thank you very much for coming here today and giving us some statistical analyses and reports because people are so used to doing nothing besides labeling other groups who are helpless.

Chairman **PERKINS**. Will the gentlelady yield?

Mrs. **CHISHOLM**. Yes.

Chairman **PERKINS**. I want to concur in that statement. We want to do the best job we can. You have made an excellent witness. We will look forward to your coming back again before the committee. We will do the best job we can.

Mrs. **DE REXACH**. Thank you very much, Mr. Perkins.

Chairman **PERKINS**. We have to go over and answer a quorum. The committee will stand in recess until 9:30 a.m., tomorrow.

[Whereupon, at 12:15 p.m., the subcommittee recessed, to reconvene for further hearing at 9:30 a.m., Thursday, April 5, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

THURSDAY, APRIL 5, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:20 a.m., pursuant to recess, in room 2257, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins and Quie.

Staff members present: John F. Jennings, majority counsel; Christopher Cross, minority legislative associate; Eydie Gaskins, special assistant; and Toni Painter, secretary.

Chairman Perkins. Mr. Davis, we are glad to welcome you here this morning. I know you have impact aid money coming into your area. Keeping in mind that there are no funds for "children under education special revenue sharing, what do you feel would be the most equitable arrangement to allocate title I funds?

STATEMENT OF HON. MENDEL J. DAVIS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF SOUTH CAROLINA

Mr. Davis. Mr. Chairman, first of all let me say that I appreciate very much the opportunity to appear before your committee, especially on extending the impact aid program and Elementary and Secondary Education Act.

I might start by saying, Mr. Chairman, the high school that I graduated from has stated over its doors "Education is the possession of which man cannot be robbed," and I believe this is exactly what we are talking about today, is the money from the Federal Government and the use of it to prevent the robbing of education from children.

In the First Congressional District of South Carolina, and particularly in Charleston, Berkeley, Dorchester, and Beaufort Counties, which are four of the seven counties in South Carolina that I represent, extension of these programs is vitally necessary if high levels of elementary and secondary education for which school officials in my State have worked so hard and so diligently for many years is to continue.

Impact aid and the Elementary and Secondary Education Act may be technical terms not fully appreciated by title outside official Government and education circles, but I can assure you, Mr. Chairman, the effects of these programs have been far reaching, and are well known by thousands of persons in my district.

The impact aid program has been in existence since 1950 and provides Federal funds for operating costs of school districts. Charleston, Berkeley, Dorchester, and Beaufort Counties, because of their heavy military buildup, have received aid from this program since its inception.

General operating fund payments, as you know, are received under several categories which you have mentioned, categories A and B, but allow me to cite some statistics on what this aid has meant to my district.

In Charleston County there are currently 2,258 category A students and 11,701 category B students, for a total of 13,959 students qualifying for funding under public law 874. That 13,000 figure represents about 25 percent of the total number of students educated publicly in Charleston County.

Of this figure, roughly 4,200 students are outright military dependents, so you can readily understand the full impact of the military establishment in my home county. At full funding Charleston County would have received a total of $3,542,225 in impact aid funds, but since no appropriation bill has been passed by the Congress this year, Charleston County is eligible to receive only $1,465,813 under the continuing resolution for fiscal year 1973.

This is a full $1 million less than received last year. It would take approximately 10 mills of new taxes to replace these funds.

Berekely County, which adjoins Charleston County and its heavy military community, is going to receive $1,056,510 this year in impact aid funds, about $36,000 less than last year, and officials there project that they will receive only $644,144 next year, which would be a loss of $449,270. That kind of loss would result in a 22 mill tax increase in Berkeley County.

In Beaufort County—where we have Parris Island Marine Recruit Depot, a Marine air station and a naval hospital—there are 1,373 outright military dependents and another 1,171 students whose parents work on Federal property, and they will lose more than $78,000 in impact aid funds this year. They project a loss of $273,385 next year. That would require a 9.5 mill tax increase in Beaufort County.

In the last county in my district affected, Dorchester, which also abuts on Charleston County, school officials are also very worried about the loss of impact aid funds. The county is now receiving about $400,000 under this program. If that amount is lost, it would take about 30 mills in additional taxes to make up.

Now, opponents of this program—and we all realize there are many, coming from the administration and other places—they cite a multitude of reasons for ending the impact aid funding. They argue that recipients have been able to lower their tax rates as a result. That is not the case in my district, Mr. Chairman.

In Charleston County the local tax for education has been increased from 37 to 87 mills in just 5 years. One area of the county has seen its millage go up from 27 to 87 mills. And the State of South Carolina allocates about 65 percent of its annual appropriations in support of education.

I believe this would be at or near the top of a ranking of the States in the effort made to support the education of its citizens. Opponents of the program also point to the large payrolls generated by the Federal activity in local communities.

This is true, but the local community in South Carolina has no way to tap these funds as the property tax by law is the only local source of revenue for school purposes. Now, the theory behind such noncategorical aid to school districts has always been that the Federal Government has a responsibility to educate these federally connected children because its activities are largely responsible for their presence in the local community in the first place.

In my opinion, regardless of the arguments against the program, the Federal Government simply cannot escape its obligation to help in the education of these students. It would be totally unrealistic to expect local communities to carry the burden alone.

If the local communities are expected to assume this additional burden—at a time when costs are skyrocketing in every area and when the threat of a taxpayers' revolt is very near reality—then I think the burden ought to be assigned gradually.

Because the program has been in existence for so long, school districts have come to rely on these funds when it comes time to prepare their budgets and plan their activities. Most school districts would have to cut back their programs drastically if this program were ended abruptly.

Even now, uncertainty in program planning has been caused because we in the Congress have not fully funded this program the last few years. If the opponents of this program are allowed to prevail, it would create utter chaos in my district and in others like it across the Nation.

If a change is necessary, Mr. Chairman, in good faith it should come about over a period of several years to allow school districts to take up the slack. The program should never be cut off overnight, Mr Chairman. That is just throwing a punch when a man is already on his way down.

Now let me say a few words about extending the Elementary and Secondary Education Act. Since its inception in 1965, the counties of the First Congressional District of South Carolina have participated in the national effort to upgrade the education of the economically and educationally deprived child.

As you know, Mr. Chairman, this program was launched with great fanfare and high expectations on the part of parents, educators and the Federal Government. But those who envisioned instant success and immediate results have been disappointed. The educationally and economically deprived child is still with us.

They are still with us because it is simply impossible to overcome 100 years or more of deprivation and discrimination overnight. Those who attack this program and call for its demise are being unrealistic in expecting miracles in 7 short years. They are deluding themselves and the public if they maintain that the program helps no one or that it is unnecessary.

Let me quote a few figures in my district. In Charleston County, the testing program in 35 high priority schools reveals that 77 percent of the seventh graders score in the bottom quarter in reading based on national norms.

Eighty-three percent of these same students score in the lowest quarter in math. Fourth grade tests show 70 percent in the bottom quarter in reading and 71 percent there in math.

We have blighted people there, Mr. Chairman. They have no educational background, no real environment conducive to an education, no real hope for improvement in the classroom or in the world. And, without such programs as the Elementary and Secondary Education Act, they will have been robbed of any chance for improvement.

Charleston County has allocated $1,912,400 for fiscal year 1973 in its title I project and is serving nearly 9,000 students in such programs as language arts, math and dropout prevention programs under the ESEA. Other students benefit from a teacher aide program in the first grade and in a pilot kindergarten program.

In addition, 414 teachers, teachers' aides, and instructional specialists have to be hired to overcome the educational handicap of these students.

Beaufort County has allocated $409,000 this year, and that is down from a year ago. Dorchester County has allocated $481,000, and Berkeley County has allocated $629,000 this year. In each county, the money is being used for such diverse programs as health examinations, kindergarten classes, dropout prevention programs, reading supervisors, and math and science instructors.

Without such an effort, Mr. Chairman, these children will lose all chance they may have to get out of the darkness and into the educational mainstream of this Nation. Failure to extend the program would also put out of work thousands of teachers and other persons dedicated to solving the special problems these children have.

The possibility of this occurring suggests to me that we have lost all compassion for those less fortunate than ourselves, that we subscribe to the theory that a proper education is available only to those who have the money to pay for it and that we have grown reckless with the futures of thousands of potentially productive American citizens.

I am not willing to see this possibility become reality. I plead with you for the continuance of the Elementary and Secondary Education Act and for the extension of the Impact Aid funding program.

Thank you.

Chairman PERKINS. Let me thank you for an outstanding statement, Mr. Davis. I will ask you a couple of questions. You have observed that the special revenue-sharing bill would eliminate all funding for "b" children under impact aid, including both those with military parents and those with civilian parents.

In your statement you point out that your school districts will have to greatly increase their property taxes if this happens. How do you view the situation in your own district with the so-called special revenue-sharing programs of the President?

Mr. DAVIS. Mr. Chairman, in talking last week on the phone with the new Director of Education in Charleston County, he said that it is just impossible to square it at this time because of the uncertainties, the real lack of knowledge of what you can expect, the uncertainty in the administration of it, and also uncertainty of planning of your programing for future years.

Therefore, it is my feeling and the feeling of the educators in my district that the best program is to continue the ones that we have at this time.

Chairman **Perkins**. The administration is saying that we need to try to reduce local property taxes, but in the President's special revenue sharing proposal there are no funds in the budget for children. That really does not make sense.

You would have to increase local property taxes. Am I right about that?

Mr. **Davis**. You are definitely right, sir. As I stated, in Charleston County we are talking about for this year alone the cutback of $1 million less. It would take approximately ten mills increase in property taxes to replace these funds.

In Berkeley County, which has a loss of about $36,000 last year, and a loss projected of $449,000, you are talking about a 22 mill increase in that county in property taxes. Beaufort County, again you are talking about a 9.5 mill increase in taxes.

In Dorchester County, which is immediately adjoining Charleston County, a county of which I have a special knowledge because of the fact that my father-in-law is the treasurer, it would take about 30 mills in additional property taxes to meet what would be cut here.

Chairman **Perkins**. In 1972 South Carolina received $36.3 million under title I. For the fiscal year commencing July 1, 1973, South Carolina would receive $27.8 million under special revenue sharing and $37.1 million under the bill that I introduced, H.R. 69.

Do you feel that H.R. 69 is the more equitable approach?

Mr. **Davis**. I think it is the only way, Mr. Chairman, that we can equitably approach it at this time. As I said in my statement, if we are going to cut it out, let's do it over a gradual period.

But, your bill meets the needs of education today and, as you know, and as you have professed for many years, and I respect and comment your leadership in this area, we cannot afford to delay education for children.

Education must be met now and your bill will meet it now in the State of South Carolina.

Chairman **Perkins**. Mr. Cross?

Mr. **Cross**. No questions.

Chairman **Perkins**. Thank you very much for a good statement.

Come around Mr. White.

STATEMENT OF HON. RICHARD C. WHITE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. **White**. Thank you, Mr. Chairman.

Mr. Chairman, so far as I make recommendations for solutions or alternatives, I may read a good deal of my statement.

Mr. Chairman, for more than a century my home community of El Paso, Tex., has been wedded to the U.S. Government. Starting back in the 1850's when the first fort was established there, the community of El Paso County has had a close relation with the military personnel and civilians working at Fort Bliss, and this fort has grown over the years, taking in additional duties that many law enforcement agencies have performed through the border area in order to enforce the law along the border, including immigration, naturalization, customs, narcotics bureau, FBI, and many others.

As in all partnerships, as we have in El Paso between the community and Government agencies, we would hope that the U.S. Government could assist us in the expenses of educating the children of Government employees.

This really is the basis of impacted aid. Government installations are not taxable to support such educational institutions, and in lieu thereof the Government by formula in a sense pays the tuition or substitute for taxes through impacted aid.

A large part of El Paso County is land dedicated to Government use and therefore is not on the tax rolls of the county. I do not have the precise figure, but I have heard as much as 20 and 30 percent of the county is in Government use.

I recognize that over the years there has been considerable criticism of impacted aid funds, particularly the category 3(b) funds. Having lived in El Paso and observed the use of these funds and the services that are rendered by the community to category 3(b) students, I would urge that rather than eliminating the program, it would be well to either extend the present program, or to make whatever alterations would be fair to the community.

It would be unfair to deny absolutely category 3(b) funds to these communities. Such action would immediately cause a serious financial hardship on the operation of school districts and would hinder the quality of education that can be extended to all students, including the federally connected students.

I realize that congressional reaction to this aid has been soured by bedroom communities surrounding Washington, D.C. The point is raised that the school districts adjacent to the District of Columbia are among the wealthiest counties in the Nation and that impacted aid to such counties would justifiably be viewed as a "boondoggle." The fact, however, must be emphasized that the original purpose of Public Law 874 was to provide funds in lieu of taxes which would have been generated by property removed by Federal act from the tax rolls.

It also was intended to compensate districts for the influx of students which would not have occurred if the Federal activity were not present. The present administration proposes to reimburse only those B students whose parents are in the uniformed services.

This creates a disastrous situation at Federal installations where there is a severe impact and where a large percentage of the employees are civilians.

Mr. Chairman, the theory of category 3(a) is that properties on which Government employees live and work is not on the tax rolls of a community. Sometimes these places of work are extensive in land area, thereby denying the community the opportunity to support schools by taxation.

So consequently, it would be unfair to provide nothing by way of compensation, both in 3(a) and 3(b) funds, to these impacted communities. At the present time, since the Office of Education is paying only 50 percent of the initial allotment of impacted funds due to Presidential impoundment of these funds, El Paso County alone has lost $531,800 in fiscal year 1973 from the fiscal year 1972 level of appropriations.

This loss has occurred at a time when inflationary prices are the norm and are severely handicapping our economy, not the least of which is education.

Allow me to present an argument for justification for payment for B category pupils and these justifications are supported by the National Education Association.

The position that full payment should be made for the 3(a) pupils and that no payment should be made for the 3(b) pupils has been justified in the minds of its proponents on the grounds that 3(a) pupils are clearly the responsibility of the Federal Government as they generate little or no tax revenue, whereas 3(b) families generate local property taxes, sales and income taxes and contribute to the local and State economy.

One distinction between 3(a) and 3(b) is the half-rate for 3(b). The 3(b) family lives in privately owned property which does generate local taxes. The half-rate arises because the place of employment is nontaxable.

On a national basis, one-half of local property taxes come from residences, the other one-half from commercial property. The commercial property associated with a normal community was assumed to be lacking when a Federal installation employed a large number of employees.

For civilian employees of a Federal activity, who are most often 3(b), it is true that personal property taxes, primarily upon automobiles, do accrue to the local district and sales and income taxes accrue to the State.

In addition, the services required for these families are provided through the local economy. However, for those in the uniformed services, a different set of circumstances prevails. Military personnel are not required to pay taxes locally on their automobiles, nor are they required to pay income taxes where they reside.

The Soldiers and Sailors Relief Act provides that such taxes may be paid to the State where legal residence is maintained. Thus, a much lesser amount of such taxes accrue to the local government and the place where the installation is located than if the employees were civilians. It is estimated that 90 percent of military personnel claim the privilege of maintaining a legal residence elsewhere.

In addition, military bases are very nearly self-sustaining. Practically all services required by the military community excepting those for education and major purchases, such as automobiles, can be acquired on base.

These purchases are exempt from sales taxes and the business activities themselves are exempt from commercial taxes. All personnel in the uniformed services, whether on active duty or retired, and their dependents may take advantage of these tax exempt services.

Civilian employees may not. Thus, the distinction as to which groups contribute to the economy is not between 3(a) families and 3(b) families; it is between military employes and civilian employees.

There is no distinction between 3(a) families at a military base and 3(b) families except for property tax paid by 3(b) families which is designed to pay one-half of the burden of education.

Thus, the half-rate for 3(b) military can be wholly justified if the full rate for 3(a) families is justified. Only the 3(b) civilian families make a major contribution to the local and State economy.

Over the years, eligibility for participation in impacted aid funding has been broadened until the program has become a general aid program for a great many school districts. As a result, it is unlikely that it can ever again be fully funded.

However, in order to avoid large-scale financial duress on school districts throughout this country, there must be 100 percent funding for 3(a) students and some fair compensatory plan developed for 3(b) students.

If I were to propose alternatives to the present formula for category 3(b) students, may I suggest to the chairman and the committee one of the following possible alternatives: Figure the cost per student in average daily attendance for all students in the system, deduct the taxes paid by the parents of the student for school support, and then let the Government pay the difference.

Or, figure the proportionate share of school taxes lost by a government installation which forms the place of employment for the parents of the student, and let the Government pay this part.

Another alternative for category 3(b) would be for the Government to pay the school system the difference between what would be paid per scholasic for category 3(a) and the actual school taxes paid by the parents of category 3(b) students.

In conclusion, I include a telegram that was recently received from the Texas State Teachers Association which I won't burden the committee with at this time. I will merely point out that already as a result of these cuts that have been proposed and have been made, one Bexar County, Tex. school has cut teacher's salaries by $250 each and so it goes throughout the entire system.

[The telegram referred to follows:]

"The Texas State Teachers Association House of Delegates—1,435 delegates representing 157,000 members—unanimously adopted two resolutions requesting the President to release impacted area funds and to request and urge the Congress to support legislation which will continue this program in effect.

"The resolutions set out the fact that more than 250 Texas school districts are affected and that some $44 million is at stake. The funds for the current year had been included in the budgets, and some of these districts will have to curtail their programs and will have to dismiss school before the year is completed. One Bexar County, Texas, school has already cut teacher salaries $250 each.

There is a financial crisis in these districts which will adversely affect the educational opportunities of many thousands of Texas students. One of the resolutions originated from El Paso County and the other from Bexar County, but they were endorsed by school districts from every section of the State and were unanimously approved by the total delegation."

Chairman Perkins. Mr. White, if I understand your statement, you point out the different effects on school districts of "b" parents who are military and "b" parents who are civilian.

The administration special revenue sharing makes no distinction between these two types of "b" parents. It simply eliminates all aid for "b" children in the budget. Do you agree with that approach?

Mr. **White**. Mr. Chairman, obviously if military personnel do not have to contribute to the community or to the taxes, if they have a residence elsewhere, this would be unfair. Another thing that worries me from listening to you here, sir, and I did not know the formula for the special revenue sharing proposal, I assumed that it follows the same formula that was used in the general revenue sharing which was based somewhat on contribution of the local community in Texas.

Am I correct on this?

Chairman **Perkins**. Not necessarily. Here you have got a situation where there is nothing in the budget for any type of "b" children, whether they be military children or whether they be civilian children.

There is no funding in the budget, and under the special revenue sharing package. There is nothing proposed in lieu of "b" children. But, you do not agree with that approach, do you?

Mr. **White**. Not at all. But following my assumption, assuming there is some matching in the sense that the amount of money a State would get were to be dependent on taxes generated locally, if these taxes are not paid locally by these category "b" parents, then obviously the State or local area is going to be penalized in the amount that they get.

Chairman **Perkins**. Absolutely, I agree with you wholeheartedly. I do not think that we are ready to knock the props out from under the school districts where there are large numbers of children whose parents either work on Government property although they do not live there, or live on Government property, although they do not work there.

Mr. **White**. The point I am making, Mr. Chairman, is that if the President's formula is not fair to the American taxpayer, then a search should be made for a fair formula. I offered three alternatives. There are undoubtedly many others.

But, obviously, something needs to replace these funds in order to be fair to the general public and to the school districts that are taking care of the scholastics of category 3(b) students.

Chairman **Perkins**. Let me ask you another question. Are you satisfied with the way title I is presently allocated in your State?

Mr. **White**. Mr. Chairman, after consulting with the Texas Education Agency, I can answer your question this way: I was informed that the allocation of title I funds for the State of Texas for fiscal year 1973—which is funded at only 90 percent of the previous fiscal year level—is $62,610,057. This money is allocated primarily for remedial programs in reading, arithmetic, oral and written language, and for bilingual education programs. Secondarily, these funds may be used for guidance and health programs and for welfare (to purchase shoes and clothing for impoverished students), since title I was devised for education of the disadvantaged; there are also small amounts of funds for transportation, enrichment programs (mainly field trips), and for construction of classrooms for those schools which lack facilities for administering the title I program. Lastly, there is a small amount (4–5%) of the total funding which goes for administration of the program.

Furthermore, the Texas Education Agency says that they are extremely pleased with the present allocation of these title I funds and would very much like to see the program continued as is—which is exactly what H.R. 69 provides for, in addition to enrichment grants provided for in H.R. 16. Educational revenue sharing, as proposed by the administration, would destroy this program, according to the T.E.A. official, since the Agency would have to establish priorities for programs in poverty, special education, bilingual education and vocational education, and since revenue sharing would result in Texas receiving only a fractional part of their present allocation under E.S.E.A. title I.

Chairman Perkins. Revenue sharing would also cut back the payments for "a" children by requiring that school districts use the State average expenditure for education instead of having a choice of using either the State average per pupil expenditure or one-half of the national average.

That is the present law. But if you were to go to one-half of your State per pupil expenditure in Texas, you would lose considerable money. Have you been able to check that through yet?

Mr. White. No, but I think that would be true. I will try to obtain that information for the record.

Chairman Perkins. You would rather see us stay on one-half of the national average, especially in the Southern States?

Mr. White. I think probably that would be fair.

According to a Table prepared by the U.S. Office of Education for A Category students in Texas, there is now an entitlement of $11,704.000 for FY 1973. Under revenue sharing this allocation would be $8,407,000, which is to pay for each pupil 60% of the state average per pupil cost; revenue sharing as proposed by the Administration, furthermore, would have no allocation for B Category students.

The law specifies that no state may receive less than one-half the national average in such allocations. Texas operates on one-half the national average because this sum is higher than one-half the state per pupil expenditure in Texas. The national average per pupil expenditure is $960.30; the Texas average per pupil expenditure is $617.02. Under the revenue sharing plan, if funded at one-half the state average, the Category A students would get 60% of the state average expenditure, which would amount to $370.00 per student, a figure less than the sum of $430.15 which is one-half the national average. So it would definitely be advantageous for Texas to remain on one-half the national average.

Chairman Perkins. That is all.

Come around, Mr. Leggett.

Without objection, your prepared statement will be inserted in the record.

[The document referred to follows:]

STATEMENT OF HON .ROBERT L. LEGGETT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. CHAIRMAN. I want to thank you for the opportunity to appear here today to discuss with you how we will meet the educational needs our country faces in the coming year.

I'm certain that the differences between H.R. 69 which seeks to extend the Elementary and Secondary Education Act, and H.R. 5823, the so-called Better Schools Act, have been explored here in some detail. I find myself wondering what our schools will be better than under this administration proposal. The President is already holding HEW funding below the Congressionally intended level this year, for all practical purposes impounding a sizeable portion of the continuing resolution money we voted last year. I would like to point out just a few examples of how our schools would get "better" under the Nixon proposal.

Impact aid funding, which has been vital to the educational systems of the Fourth Congressional District of California, would be drastically reduced. In my district alone, whose tax rolls are severely impacted by four major military installations, we stand to lose conservatively $7,000,000 under special revenue sharing. This money is not being lost from Secretary Weinberger's pet scapegoat areas; I represent many rural school districts whose tax bases already are greatly curtailed by Federal land holdings and simply are unable to bear such an increased burden.

Now certainly the children of the members of our Armed Forces are entitled to an adequate education; yet to plunk great numbers of them into the middle of a rural school district and expect them to be absorbed without assistance certainly defies all logic. I would like to cite one specific example in my district, that of Beale AFB and the Marysville Joint Unified School District. The area served by this district is a rice-growing area, rural, and not especially rich. Beale is a major Strategic Air Command base with a large contingent of men assigned. The people of Marysville welcome those military families assigned to Beale, and recognize the valuable contribution being made there to the national defense; yet under Mr. Nixon's proposal, Marysville stands to lose over $260,000 in Impact Aid. How, then, is the local school system to absorb the children of the military families at Beale? Is this how Mr. Nixon proposes to make our schools better?

All Federal funds for school and public libraries are deleted from Mr. Nixon's proposal. I don't want to belabor the point, but our tax structures are still trying to recover from general revenue sharing; throwing the full burden of supporting these facilities, which are necessary to any meaningful education beyond the ABC stage is certainly only to aggravate the problem, and I doubt a library in the land will benefit. Unless we particularly want to see our children taught from comic books and TV cartoons, I don't see how we can afford to let our libraries down. Or is this how we make our schools better?

Many other worthwhile programs are being included in H.R. 69, including bilingual education, drop-out prevention; programs for supplementary education centers and services in such areas as guidance, counseling and testing; strengthening State and local education agencies; demonstration projects to improve school nutrition and health services; and programs for the improvement of education opportunities for our disadvantaged children.

Mr. Chairman, Mr. Nixon is leading us to a disengagement from Vietnam. I support that. However, I do not believe that the United States government should disengage from education. I feel that H.R. 69 will prevent that, and I fervently urge its early and favorable report.

Vallejo City Unified School District,
Vallejo, Calif., March 5, 1971.

The Honorable Robert L. Leggett,
House of Representatives,
Washington, D.C.

Dear Bob: Attached is a copy of our presentation for Chairman Flood of the Sub-Committee on Appropriations. Also transmitted herewith, and hand delivered to your office, are 20 copies of our presentation for the committee. Mr. Charles Briscoe, Assistant Superintendent of the Alameda Unified School District, has been kind enough to deliver these to your office.

I will greatly appreciate your getting these materials to the sub-committee, which is scheduled to meet on March 11 at 2 p.m. Needless to report to you, we are in most critical need of the funds involved. We are not anticipating a crisis; we are confronted with the crisis. Your continued assistance is most gratefully acknowledged.

Yours cordially,

John W. Nicoll,
City Superintendent of Schools.

Attachments.

Vallejo City Unified School District,
Vallejo, Calif., March 5, 1971.

Hon. Daniel J. Flood,
Chairman, Subcommittee on Appropriations,
House of Representatives, Washington, D.C.

Dear Sir: Attached hereto are exhibits that concisely indicate the imperative necessity for a continuation of full funding for Public Law 874.

Exhibit A—Income Statement (Pages 2, 3, 4, our Budget Manual) Reveals diminishing PL 874 income. 1970–71 projection may be much greater than actual allocation consequent to less than full funding.

Exhibit B—Income Sources (Page 9 our Budget Manual) Reveals the continuing reduction of PL 874 income consequent to reduction of number of A Category students enrolled, plus reduction consequent to less than full funding.

Exhibit C—Enrollment of Students (Page 17 our Budget Manual) Enrollment by grade level. It is significant to note that the city of Vallejo has but one major industry, e.g., the Mare Island Naval Shipyard.

Exhibit D—Costs Per Grade Level (Page 19 our Budget Manual) Indicates the modest cost of existing educational program in the Vallejo School District.

Exhibit E—Tax Rates (Page 22 our Budget Manual) Indicates the extra effort made by the citizens of Vallejo to support their schools. Present override tax in amount of $1.15 per $100 of assessed wealth represents a 50 percent increase in basic tax. This tax approved by the electorate expires this year. On March 9, an election is to be held to continue this year, *plus* a 65 cent increase!

Exhibit F—Expenditures (Pages 26–29 our Budget Manual) Indicates: 1. Regular Program, 2. ESEA Programs, and 3. Pre-School Program.

It is becoming increasingly difficult for our district to implement categorical aid programs, such as ESSA, for the reason that general aid support continues to diminish. This requires reduction of regular staff.

Exhibit G—Current News Article. Reveals the desperate financial condition of our district. The program of reduction indicated would be a further dilution of the educational program of our district. This year, for the first time, we have already reduced our secondary school program in two high schools and four junior high schools to a five-period classroom day from a former six-period classroom day.

In summary, the evidence indicated in the foregoing exhibits reveals the imperative necessity for the continuation of full funding for basic PL 874 "impact" aid. We continue to provide education, modest as it is, for the children of a major local defense industry, e.g., the Mare Island Naval Shipyard, plus numerous adjacent federal defense enterprises such as Travis Air Force Base, Skaggs Island Communication Center, and Hamilton Air Force Base, all of which are recorded in our census enrollment reports documenting the federally connected parents and children serviced by our school district.

We respectfully, but emphatically, petition for your continued support for PL 874 appropriations.

Respectfully yours,

John W. Nicoll,
City Superintendent of Schools.

VALLEJO CITY UNIFIED SCHOOL DISTRICT 1970-71 INCOME

	Actual 1968-69	Actual 1969-70	Budget 1970-71
Beginning balance, July 1:			
Cash in county treasury		$1,606,913	$1,744,131
Revolving cash fund		4,000	4,000
Accounts receivable		589,099	651,197
Stores		121,192	156,991
Total current assets		2,321,204	2,556,319
Less current liabilities		1,354,772	1,651,551
Net beginning balance	$758,076	966,432	904,768
Code:			
10. Federal income from Federal sources:			
11. Maintenance and operation Public Law 874	1,175,914	1,059,607	1,034,191
16. ESEA Public Law 89-10	22,465		
Total	1,198,379	1,059,607	1,034,191
20. Federal income from State sources:			
21. NDEA Public Law 85-864	3,500	6,145	
24. VEA Public Law 88-210 and Public Law 90-576	14,426	55,503	45,000
26. ESEA Public Law 89-10	392,344	354,701	436,990
29. Other	5,320	427	
Total	415,590	416,776	481,990
40. Federal income received from local sources: 45. EOA Public Law 88-452 (total)	63,934	65,628	
50. Combined State and Federal income:			
51. VEA	11,366		
52. Preschool education aid	217,881	239,439	234,061
Total	229,247	239,439	234,061
60. State income:			
61.1 Basic, equalization aid and supplemental support	4,890,512	5,748,491	5,641,555
61.2 Educationally handicapped	88,609	90,453	145,710
61.3 Mentally gifted		5,600	10,740
61.4 Mentally retarded	133,110	125,362	145,064
61.5 Physically handicapped	182,816	207,309	209,560
61.6 Severely mentally retarded	71,214	102,449	113,550
61.7 Transporting handicapped pupils	46,489	55,453	50,000
62.1 Driver training	53,350	53,301	53,000
62.2 Allowance for transportation	23,937	36,679	30,000
63.1 Apportionment for the elementary school reading program	35,580	76,268	80,000
63.2 Allowance for instructional television	1,563	1,563	1,175
63.3 Apportionment for special teaching equipment	49,000	[1] 2,198	
63.4 Allowance for demonstration programs in reading and mathematics	36,693		
67.1 Business inventory		22,849	
67.2 Property relief		348,268	
69. Other	11,718	12,273	500
Total	5,624,600	6,884,120	6,480,854
70. County income:			
78. Miscellaneous funds	13,475	13,908	12,500
79. Other		11,812	10,000
Total	13,475	25,720	22,500
80. Local income:			
81.1 Secured roll	4,322,206	4,202,345	4,936,294
81.2 Unsecured roll	256,419	263,597	313,934
81.3 Prior year taxes	4,089	5,809	4,500
84.2 Sale of equipment and supplies	89	306	250
84.3 Sale of land and buildings		52	
84.9 Other sales	876	434	650
85. Rentals and leases	122,930	119,506	75,000
87.1 Adult education fees	5,112	4,140	3,000
88. Miscellaneous funds	4,423	7,187	4,000
89. Other	2,897	2,344	2,000
Total	4,738,041	4,605,720	5,339,628
90. Incoming transfers: 92. Other tuition (total)	14,778	31,196	10,000
Total income	12,298,044	13,328,206	13,603,224
Total beginning balance plus income	13,056,120	14,294,638	14,507,992

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[1] Credit.

VALLEJO UNIFIED SCHOOL DISTRICT SOURCE OF INCOME AND TOTAL EXPENDITURES

Year	Federal[1]	Percent	State	Percent	District	Percent	Other income	Percent	Total	Total expenditures	Cost/ADA
1950-51	$866, 158. 02	23. 68	$2, 056, 605. 23	56. 24	$688, 043. 65	18. 82	$46, 075. 70	1. 26	$3, 656, 882. 60	$3, 458, 618. 42	$270. 54
1951-52	1, 075, 137. 82	26. 49	2, 247, 267. 51	55. 39	708, 564. 57	17. 46	26, 429. 31	. 66	4, 057, 399. 21	3, 713, 973. 87	264. 06
1952-53	1, 098, 720. 28	26. 23	2, 267, 746. 34	54. 14	796, 196. 68	19. 01	25, 662. 18	. 62	4, 188, 325. 48	4, 082, 017. 97	271. 32
1953-54	943, 598. 25	20. 07	2, 878, 993. 70	61. 24	840, 506. 67	17. 88	37, 715. 50	. 81	4, 700, 814. 12	4, 614, 326. 40	317. 58
1954-55	933, 892. 87	19. 98	2, 785, 079. 57	59. 60	874, 388. 74	18. 72	79, 390. 96	1. 70	4, 672, 752. 14	4, 712, 786. 61	327. 42
1955-56	813, 424. 08	17. 79	2, 748, 696. 00	60. 14	941, 137. 33	20. 59	67, 597. 84	1. 48	4, 570, 855. 25	4, 791, 788. 00	335. 51
1956-57	575, 202. 50	11. 13	2, 728, 025. 00	52. 85	1, 769, 223. 25	34. 28	89, 811. 73	1. 74	5, 162, 262. 48	5. 227, 934. 03	371. 88
1957-58	591, 332. 69	10. 49	3, 056, 756. 00	54. 20	1, 889, 572. 12	33. 51	101, 243. 85	1. 80	5, 638, 904. 66	5. 401, 505. 53	367. 86
1958-59	758, 353. 65	12. 55	3, 227, 533. 00	53. 40	1, 954, 007. 75	32. 33	103, 358. 05	1. 72	6, 043, 252. 45	6, 003, 361. 39	389. 53
1959-60	773, 765. 60	11. 88	3, 509, 248. 00	53. 90	2, 143, 795. 14	32. 93	83, 568. 59	1. 29	6, 510, 377. 33	6, 576, 631. 29	416. 90
1960-61	885, 016. 36	13. 03	3, 635, 585. 00	53. 53	2, 196, 024. 56	32. 33	75, 004. 32	1. 11	6, 791, 630. 24	6, 815, 058. 93	414. 21
1961-62	911, 196. 44	12. 54	3, 921, 091. 01	53. 99	2, 352, 191. 33	32. 38	78, 481. 62	1. 09	7, 262, 960. 40	7, 400, 274. 36	437. 26
1962-63	921, 500. 00	12. 28	4, 019, 237. 96	53. 55	2, 460, 025. 83	32. 78	104, 000. 29	1. 39	7, 504, 764. 08	7, 497, 521. 33	441. 84
1963-64	1, 005, 498. 00	12. 11	4, 538, 618. 43	54. 65	2, 642, 879. 53	31. 82	117, 474. 95	1. 42	8, 304, 470. 91	8, 157, 988. 63	460. 25
1964-65	1, 040, 835. 00	11. 70	4, 678, 012. 56	52. 59	3, 044, 675. 11	34. 23	131, 589. 39	1. 48	8, 895, 112. 06	9, 147, 298. 83	513. 69
1965-66	1, 097, 500. 00	11. 20	5, 064, 790. 89	51. 70	3, 512, 068. 29	35. 84	122, 994. 04	1. 26	9, 797, 353. 22	9, 642, 610. 34	523. 13
1966-67	1, 168, 631. 00	12. 31	4, 564, 009. 00	47. 04	3, 776, 259. 00	38. 92	192, 564. 00	1. 98	9, 701, 463. 00	9, 490, 352. 00	577. 38
1967-68	1, 203, 426. 00	10. 94	5, 455, 922. 00	49. 60	4, 127, 237. 00	37. 52	212, 224. 00	1. 92	10, 998, 900. 00	11, 854, 869. 13	698. 67
1968-69	1, 175, 914. 00	10. 15	5, 624, 600. 00	48. 56	4, 601, 714. 00	39. 73	178, 900. 00	1. 54	11, 581, 128. 00	11, 378, 586. 35	688. 21
1969-70	1, 059, 607. 00	8. 41	6, 884, 120. 00	54. 61	4, 471, 751. 00	35. 47	190, 885. 00	1. 51	12, 606, 363. 00	12, 668, 031. 00	766. 00
1970-71	1, 034, 191. 00	8. 02	6, 880, 157. 00	53. 39	4, 855, 425. 00	37. 68	117, 400. 00	. 91	12, 887, 173, 00	13, 667, 940, 00	827. 61

[1] The only Federal income accounted for on this page is Public Law 874.

Note: 1966-67 is the 1st year without the junior college.

VALLEJO CITY UNIFIED SCHOOL DISTRICT OFFICIAL BUDGET, 1970–71 (AVERAGE DAILY ATTENDANCE)

Year	Kindergarten	Grades 1 to 6	Grades 7 to 8	Grades 9 to 12	Grades 13 to 14	Adult grades 9 to 14		Total
1947–48	607.90	6,049.41	1,477.56	1,805.39	1,438.05	420.00		11,798.31
1948–49	844.75	6,261.30	1,484.70	2,171.08	1,053.02	609.33		12,424.18
1949–50	908.40	6,284.84	1,512,27	2,191.98	1,002.04	610.81		12,510.34
1950–51	940.32	6,914.17	1,574,53	3,710.03	645.38	499.59		13,284.02
1951–52	1,358.99	7,445.88	1,699.89	2,399.36	549.73	611.06		14,064.91
1952–53	1,235.29	7,823.74	1,782.51	2,565.69	929.85	707.95		15,045.03
1953–54	1,215.24	7,664.81	1,733.62	2,6[illegible].01	776.45	473.50		14,529.63
1954–55	1,089.14	7,475.42	1,7[illegible]0.44	2,723.28	874.92	480.34		14,393.54
1955–56	1,068.70	7,368.28	1,8[illegible]2.68	2,678.15	883.20	480.53		14,281.54
1956–57	966.55	7,222.43	1,[illegible].58	2,776.11	747.46	53.911		14,058.24
1957–58	1,063.29	7,417.27	1,918.87	2,846.45	851.47	586.12		14,683.47
1958–59	1,083.03	7,449.95	2,132.23	2,989.72	1,171.28	585.62		15,411.83
1959–60	1,155.53	7,476.28	2,309.86	3,199.46	1,005.03	628.82		15,774.98
1960–61	1,214.97	7,631.63	2,505.53	3,488.86	950.17	661.97		16,453.13
1961–62	1,203.35	7,677.54	2,472.73	3,790.25	1,088.22	692.08		16,924.17
						9 to 12	13 to 14	
1962–63	1,168.97	7,696.82	2,278.40	4,063.77	1,143.85	328.17	289.15	16,969.13
1963–64	1,201.10	7,884.36	2,222.11	4,285.45	1,386.20	327.07	418.66	17,724.95
1964–65	1,175.89	7,781.32	2,294.77	4,263.12	1,442.30	337.18	510.53	17,805.11
1965–66	1,263.95	8,022.67	2,485.03	4,263.11	1,550.17	326.65	548.10	18,432.68
1966–67	1,223.52	8,035.27	2,488.49	4,151.14	----------	421.86	----------	16,320.28
1967–68[1]	1,872.57	8,076.19	2,448.97	4,218.16	----------	351.94	----------	16,967.83
1968–69	1,531.80	9,219.00	2,370.97	4,147.57	----------	264.43	----------	16,533.77
1969–70	1,440.83	8,240.86	2,382.05	4,177.59	----------	296.93	----------	16,538.26

[1] Includes 465.64 bonus kindergarten ADA.

Vallejo City Unified School District, 1970–71

[Cost per grade level, 1969–70]

ADA	$15,597.42
Expenditures:	
Classification 100–1200 with Federal project	13,304,560.45
Classification 100–1200 without Federal project	12,521,008.54
Current cost of education:	
Classification 100–800 with Federal project	12,993,944.30
Classification 100–800 without Federal project	12,301,710.69
Cost per ADA:	
Classification 100–1200:	
Total program (includes Federal project)	853.00
Regular program (excludes Federal project)	802.76
Current cost of education, classification 100–800:	
Total program (includes Federal project)	833.08
Regular program (excludes Federal project)	788.70
Current cost per grade level regular program only (classification 100–800 excluding Federal project):	
Grades Kindergarten to 6	651.25
Grades 7 and 8	953.14
Grades 9 to 12	762.08
Adults 9 to 12	553.58

VALLEJO CITY UNIFIED SCHOOL DISTRICT TAX RATE AND OTHER LOCAL TAX BODIES

[Breakdown of the tax rate for the majority of people in the Vallejo City United School District]

	1964–65	1965–66	1966–67	1967–68	1968–69	1969–70	1970–71
I. School tax							
Operation							
General operation:							
1. Limit without vote of electors	$2.00	$2.000	$2.200	$2.2000	$2.2000	$2.2000	$2.2000
2. Override tax	1.00	1.000	1.098	1.1180	1.1500	1.1499	1.1496
Certificated retirement	.15	.151	.092	.0999	.1000	.0999	.1000
Classified retirement	.15	.171	.159	.2003	.2524	.2906	.1749
Community service	.06	.094	.074	.0869	.0922	.0999	.1000
Mentally retarded		.029		.0866	.0000	.0000	.0000
Health insurance	.13	.078	.097	.1291	.2391	.2349	.3528
Adult education	.08	.048	.041	.0499	.0688	.0728	.1000
Excess cost—grades 7–8	.21	.451	.450	.3792	.4666	.4807	.5896
Fire safety		.008	.010	.0000	.0000	.0000	.0000
Educationally handicapped			.029	.0001	.0000	.0000	.0000
State loan					.0109	.0080	.0088
Household furnishing and personal effect offset tax						.0533	.0470
Meals for needy pupils							.0073
Total for operation	3.78	4.030	4.250	4.3500	4.5800	4.6900	4.8300
Bond interest and redemption fund	.61	.620	.540	.5000	.4300	.4500	.3900
Total school tax rate	4.39	4.650	4.790	4.8500	5.0100	5.1400	5.2200
II. Solano County Junior College			.500	.4400	.5700	.5700	.4900
III. City tax rate	1.55	1.650	1.630	2.0000	2.0000	2.0000	2.3300
IV. County tax rate	1.82	1.990	1.990	1.9700	2.0000	2.2000	2.6600

VALLEJO CITY UNIFIED SCHOOL DISTRICT—1970–71 EXPENDITURES

	Regular programs	ESEA	Preschool	ESEA library	Total budget
ADMINISTRATION—100					
100—Certificated salaries	$109,815	$8,000	0	0	$117,815
120—Classified salaries	214,398	15,000	2,000	0	231,398
190—Other expense	57,225	1,500	0	0	58,725
Total administration	381,438	24,500	2,000	0	407,938
INSTRUCTION—200					
211—Principals' salaries	575,401	0	0	0	575,401
212—Supervisors' salaries	200,421	19,300	7,887	0	227,608
213—Teachers' salaries	7,476,365	148,800	7,066	0	7,632,231
214—Other certificated salaries	499,104	44,700	10,042	0	553,846
220—Classified salaries	567,473	125,740	104,870	0	798,083
230—Textbooks	15,000	0	0	0	15,000
240—Other books	26,000	0	0	0	26,000
290—Other expense	543,246	37,050	7,940	0	588,236
Total instruction	9,903,010	375,590	137,805	0	10,416,405
HEALTH—400					
410—Certificated salaries	93,793	0	5,000	0	98,793
420—Classified salaries	7,979	0	6,214	0	14,193
490—Other expense	4,500	0	2,025	0	6,525
Total health	106,272	0	13,239	0	119,511
TRANSPORTATION—500					
520—Classified salaries	133,000	0	9,912	0	142,912
590—Other expense	56,760	0	7,838	0	64,598
Total transportation	189,760	0	17,750	0	207,510
OPERATIONS—600					
620—Classified salaries	877,834	3,800	6,006	0	887,640
690—Other expense	280,618	0	2,990	0	283,608
Total operations	1,158,452	3,800	8,996	0	1,171,248

VALLEJO CITY UNIFIED SCHOOL DISTRICT—1970-71 EXPENDITURES—Continued

	Regular programs	ESEA	Preschool	ESEA library	Total budget
MAINTENANCE—700					
720—Classified salaries	$180, 155	0	250	0	$180, 405
730—Replacement of equipment	48, 835	$1, 000	500	0	50, 335
790—Other expense	158, 742	500	500	0	159, 742
Total maintenance	387, 732	1, 500	1, 250	0	390, 482
FIXED CHARGES—800					
811—Annuity fund, certificated	107, 606	0	0	0	107, 606
812—Permanent fund, certificated	12, 000	6, 600	0	0	18, 600
821—Public employees retirement	173, 278	10, 529	8, 132	0	191, 939
822—Social security	114, 722	6, 971	5, 384	0	127, 077
830—Employees insurance	397, 000	0	0	0	397, 000
840—Workman's compensation	41, 503	0	0	0	41, 503
890—Other expense	87, 009	0	11, 856	0	98, 865
Total fixed charges	933, 118	24, 100	25, 372	0	982, 590
FOOD SERVICES—900					
920—Classified salaries	0	0	13, 666	0	13, 666
930—Food	0	0	9, 550	0	9, 550
990—Other expense	5, 000	0	1, 975	0	6, 975
Total food services	5, 000	0	25, 191	0	30, 191
COMMUNITY SERVICES—1100					
1100—Certified salaries	0	0	0	0	0
1120—Classified salaries	83, 300	0	0	0	83, 300
1190—Other expense	33, 700	0	0	0	33, 700
Total community service	117, 000	0	0	0	117, 000
CAPITAL OUTLAY—1200					
1230—Sites	0	0	0	0	0
1240—Improvement of sites	10, 000	0	500	0	10, 500
1250—Building	65, 000	5, 700	0	0	70, 700
1261—Books	10, 386	0	0	0	10, 386
1269—Other equipment	50, 000	1, 800	1, 950	0	53, 750
1269—Restricted	2, 886	0	0	0	2, 886
Total capital outlay	138, 272	7, 500	2, 450	0	148, 222
DEBT SERVICE—1300					
1340—Annual repayment of state school building apportionment	9, 578	0	0	0	9, 578
Total debt service	9, 578	0	0	0	9, 578
TRANSFERS—1400					
1441—Interfund transfers	0	0	0	0	0
1449—Other transfers	0	0	0	0	0
Total transfers	0	0	0	0	0
Total 100-1400	13, 329, 632	436, 990	234, 053	0	14, 000, 675
Undistributed reserve	383, 316	0	0	0	383, 316
Total expenditures	13, 712, 948	436, 990	234, 053	0	14, 383, 991
Ending balance	124, 001				124, 001
Total budget	13, 836, 949	436, 990	234, 053	0	14, 507, 992

[Vallejo Times-Herald, Mar. 3, 1971]

TEACHING CUTBACKS POSSIBLE

(By Francis Flaherty, Times-Herald Staff Writer)

Faced with the distinct possibility that a deficit budgetary situation may be in the immediate offing, the governing board of the Vallejo City Unified School

District Tuesday night authorized Supt. Dr. John W. Nicoll to take harsh steps toward bringing expenditures into line with known income for the coming year by authorizing him to notify 43 certified (teaching) employes they will not be retained after June 30.

The action was necessary because state law requires that non-tenured teachers be notified by March 15 if they are not rehired.

The certified employes' jobs and those of as-yet unspecified number of non-teaching employes depends on the outcome of the 65-cent tax override election Tuesday.

If the measure fails, the district also will lose the current $1.15 override which has been in effect since 1966, but which expires on June 30 of this year. The board some weeks ago voted unanimously to call a special election to seek retention of the $1.15 override tax and also to ask voter approval of the additional 65 cents so that some education programs out for the 1970–71 term, notably the secondary school day, could be restored. The secondary schools' program was trimmed from six periods to five, and a total of 29 teachers were dismissed.

Last night's action would result in the elimination of the athletic program in toto, including the plunge, at a net saving annually of $82,000. Positions directly affected would be those of coordinator of athletics, director of aquatics and coordinator of student activities. As Dr. Nicoll pointed out, some of the positions are part-time, so the total equivalent number of full-time positions is 2½.

The superintendent had previously warned that the competitive athletic program would be in jeopardy, presumably because of its high cost. No sport, football included, pays its own expenses, Dr. Nicoll has pointed out previously.

The action taken by the board also would eliminate the counseling program, taking 22 slots with it, at a saving of $216,000.

Moreover, school buses would cease to run save for those carrying physically handicapped children, regardless of the distance children live from the school they attend, and the saving in transportation costs would be $120,000. There are no certificated jobs in the program.

Also to go by the wayside are the special instruction and reading programs. This would eliminate 4½ posts, and would result in a saving of $200,000. Some 4½ positions are involved.

The supervisor of nurses and five school nurse posts also would be trimmed from the program of saving of $90,000.

Guidance and personnel services for students would be cut drastically, with eight positions to be lost in this category. The saving: $134,000.

MORE CUTS

The maintenance and operations program, already on a shoestring budget, would be slashed additionally by some $83,000. No certified employes are affected here, but as in transportation, jobs would be lost. The only difference is that notification of employes not to be retained is not required by March 15 as in the case of the certified employes.

There also would be a reduction of $75,000 in the administration and clerical staffs, where again no certified employes would be affected.

TOTAL ECONOMY

The total economies would amount to an even $1,000,000. Yet, if the district is obligated to return to its $2.20 legal maximum property tax, an additional $440,000 in expenditures must be trimmed. There has been no word from the superintendent as to how this would be accomplished, but the implication is strong that employes would be asked to take salary cuts and perhaps some other jobs would be eliminated.

The motion to approve the superintendent's recommendation was made by board vice president Alfred W. Newman. His motion was to the effect that "in the event of the failure of the tax override election on March 9, this district does acknowledge and anticipates a budgetary deficiency. And accordingly, the services outlined would be eliminated."

The governing board has never threatened to cut out the competitive athletic program, or any other program now in operation, for that matter. However, last night's action makes it implicit that all these programs are in jeopardy should the district be faced with what Dr. Nicoll termed a "budgetary reversion."

[Vallejo Sunday Times-Herald, Mar. 7, 1971]

SCHOOLS SEEK CRUCIAL "YES" VOTE TUESDAY

Voters in the Vallejo City Unified School District will go to the polls on Tuesday to decide whether they will tax themselves an additional 65 cents per 100 of assessed property valuation in order to resurrect an education program that has been allowed to slip backward over the past year.

The 65-cent tax added to the $1.15 override authorized by the voters in 1966 to meet the financial crisis of that day, will bring the total property tax rate for operation of schools in Vallejo to $4 per $100 of assessed valuation. The current local operations tax rate is $3.35.

It cannot be said that prospects for success of the election are bright. At the same time, many parents are willing and eager to pay the additional tax in order that their children in secondary schools may be returned to a six-period school day.

Currently, and as of last September the secondary students have been attending school on a five-period day, the cutback made necessary by simple economics—lack of money to finance a full program.

Many other programs have been cut but none has had the impact of the shortened day for junior high and high school students. Some of the latter are finding out, for example, that they may be required to attend school a year beyond their normal graduation time in order to obtain the necessary credits and subjects for matriculating into a four-year college.

A "yes" vote on Tuesday, in which the voters approve the retention of the $1.15 present override tax and extend it by 65 cents, will mean the district will gain approximately $680,000 in income, not enough for all purposes deemed needed, but sufficient to restore the six period day (at an estimated cost of $288,000), and to meet part of the district's increased operating costs "$392,000."'

Even with the 65-cent override, the Vallejo district would not be able to keep pace with salary schedules in the district it uses for comparability purposes. It could pay incremental increases—those raises which accrue because of time served or proficiency gained through additional education of the teachers involved.

"NO" VOTE WOULD MEAN IMPERIAL PROGRAM

And a "no" vote literally would raise havoc with the district's educational program, which for years has been on the financial ropes because of Vallejo's minute tax base. It was noted recently that California has dropped to 24th among the states in the amount of tax base behind each school child, and the Vallejo district lags for behind most of its fellows in the state in this respect.

To cut a million dollars from an already constrained budget, which the governing board must do, and which it has authorized the superintendent to do in the event of the defeat Tuesday of the tax override, these are the areas where cuts would be made:

1—The competitive athletic program—football, basketball, baseball, track, and all so-called minor sports including swimming—at an annual saving of $82,000.

2—Counseling. The entire secondary counseling program would be eliminated, at a saving of $216,000.

3—Transportation. Only handicapped children would be given bus transportation to and from school. Saving $120,000.

4—Special reading classes and new instruction. Eliminated. Saving $200,000.

5—Health services, including nurses. All but eliminated. Saving, $90,000.

6—Guidance and personnel services. All but eliminated. Saving, $134,000.

7—Maintenance and operations. This means trimming a budget that long has been under-financed. Saving, $83,000.

8—Administration and clerical help cutbacks. Saving, $75,000.

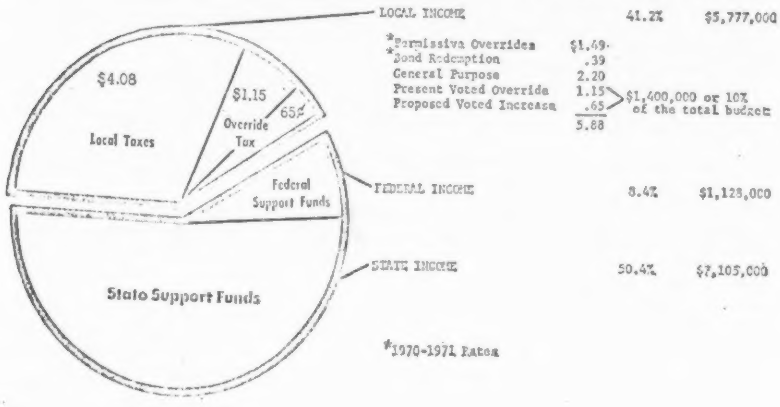
BOARD MUST TRIM BUDGET STILL MORE

But even when these cuts have been made, the governing board still must find a way to trim at least $100,000 more from the budget. This likely will be accomplished through further reductions in personnel and likely via a cut in salaries across the board. In all, 42 jobs are in jeopardy as of this moment.

To finance the additional 65-cent tax which the governing board is asking, a homeowner would be required to pay increased taxes at the rate of $2.71 per month on a home with a market value of $20,000; and $2.17 per month on a home valued at $16,000.

The worth-whileness of the school system and what it accomplishes for students, as well as what they accomplish for themselves are the stakes in Tuesday's election. Most partisans hope for a good-sized turnout in order that the public's opinion on the issue will be fully expressed.

PROJECTED SCHOOL INCOME 1971-1972 TOTAL BUDGET $14,010,000.



TOTAL $14,010,000

The override tax, including the current $1.15 per $100 of assessed valuation and the 65-cent additional tax proposed, constitute almost an even 10 per cent of the total budget of the Vallejo City Unified School District. The override will be decided at the polls Tuesday by district voters. The financial pie and legend at right indicate that even with the override, state and federal sources provide 58.8 per cent of the local school district's annual operating income. The total projected budget for the 1971-72 school term is $14,010,000.

[Vallejo Sunday Times-Herald, Mar. 7, 1971]

LOOKING FORWARD—VOTE "YES" ON TUESDAY

(By Dugald Gillies)

The vast majority of school funds are used to employ people. Education basically is a process of conveying knowledge—a sensitive blend of presenting information, stimulating thought, encouraging habits of learning as well as performing, and monitoring the process at each step to insure to the degree possible, that the student is learning.

No adequate substitute for the individualized approach has ever been found.

The quality of education therefore depends to a very large degree on teachers (and on the support and supervision by administrative personnel). A key is the number of teachers because if the class is too large the attention of the instructor is dispersed among too many pupils and the process tends to break down.

The number of teachers available also relates to the number of hours of instruction that can be presented in our secondary schools.

TEACHER NUMBERS CUT

Vallejo lost teachers a year ago through lack of funds. Secondary school classes were cut from six periods a day which is the standard used in most places, to five periods. Our children are being short changed and yet on graduation (if they graduate) they must compete with students from other communities who have enjoyed a better educational program.

Unless Vallejo schools receive added funds, and certainly if the funds available are sharply cut. we will lose more teachers. Forty-three teaching positions will be eliminated this year. Class size will grow and educational opportunity will suffer.

This would be a disaster. The child who is inadequately prepared will suffer: he may not be able to be successful in college and thus lose career opportunities; he may not be able to compete on a job; he may have problems of social adjustment stemming from frustration or sheer lack of skills or knowledge.

DAMAGE IS DIRECT

And so, the failure of the school to the child which in personal terms has immense proportions, is only part of the picture; the community itself will suffer in terms of its own potential for leadership and progress and in terms of very real problems in public assistance and anti-social behavior.

This is not fantasy or theory: the correlation is direct. The damage in individual lives is measurable and the accumulation of that damage in a community is inevitable.

We have the chance to reverse that pattern on Tuesday. This week we vote to continue a tax program which has existed essentially for 15 years here and to modestly increase that program through a new tax override of 65 cents, or roughly a six percent increase in revenue for our school system. Passage of the issue is essential—no other source of relief can realistically be expected.

But quality of education depends not only on the numbers of teachers and supportive administrators who are available, but the quality of those persons themselves.

Each year new teachers are employed to replace those retiring or moving away. Other things being equal, the better teaching candidates—the brightest, most dedicated and most imaginative—will go to districts which offer them the most. That is human nature which governs most of our job choices.

NO ALTERNATE AVAILABLE

Thus if our schools are underfunded, as they are and most certainly will be if the tax issue does not pass this year, they will not be able to pay comparable salaries and we will lose the opportunity to obtain higher quality teachers. In addition, numbers of teachers drift away from us each year to work in other districts where they can do better.

The voters are not being asked, however, to finance the best possible program with larger numbers of teachers or higher teacher salaries than exist elsewhere. It would be nice if we could do the best for our children and thus for ourselves as a community whether we have children or not. We are asked only to keep our district and our schools within a range with others in this part of California.

There is no other way to equip a child to accept his place in society, to assume his responsibilities of citizenship, and to enable him to properly support himself and his family in the complexity, of today's world except through an adequate education. There is no other way to provide that education except by individual attention. We must make that possible with a "yes" vote on Tuesday.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C., March 20, 1973.

Hon. ROBERT L. LEGGETT,
U.S. House of Representatives,
Washington, D.C.

DEAR BOB: This is in response to your letter of March 13 in which you express concern about the amounts provided by the Continuing Resolution for impacted area aid.

I am sure that the Administration has an army of lawyers at work trying to figure out how to get around the plain language of the Continuing Resolution itself and the clear expression of Congressional intent in the floor debate and the Committee report.

The Continuing Resolution appropriates the lower of the amounts contained in the House or Senate versions of H.R. 15417, which is the fiscal 1973 Labor-HEW Appropriation Bill which was in existence on July 1, 1972, the date of enactment of the Continuing Resolution. For the P.L. 874 program, this works out to $635,495,000, which provides at least 77%, and possibly 84%, of entitlement for "B" children. As you know, the fiscal year 1972 appropriation provided 73% of entitlement for "B" children.

Of course, I do know how we can *force* the President to spend the funds which Congress has appropriated. But I also cannot imagine what legal basis there could possibly be for making impacted area aid payments *only* for children of *military* parents. That would amount to amending the law by sheer executive fiat.

Sincerely,

DANIEL J. FLOOD,
Chairman, Labor-HEW Subcommittee.

MARCH 21, 1973.

Dr. GERALD CHERRY,
Director, Division of School Assistance in Federally Affected Areas, Office of Education, Department of Health, Education, and Welfare, Washington, D.C.

DEAR DR. CHERRY: In response to my query of the Appropriations Committee respecting our understanding concerning the scope of H.R. 15417, I am pleased to enclose the attached analysis.

If what I hear is correct concerning the intentions of the Administration, I am going to suggest that a lot of the impact schools in the country join together in a class suit to force the release of impact funds, the impoundment of which totally obviates the intention of the Congress and constitutes a line item veto.

In this respect I enclose for your review an analysis made by the Library of Congress the other day.

I would like to have in writing the intentions of the Administration in this respect just as soon as possible for our formal record.

Very sincerely,

ROBERT L. LEGGETT,
Member of Congress.

MARCH 12, 1973.

Hon. DANIEL J. FLOOD,
Chairman, Subcommittee on Labor, Health, Education and Welfare, Committee on Appropriations, Washington, D.C.

DEAR DAN: When we passed the Continuing Resolution two weeks ago on the floor for Education and Foreign Aid, I reviewed with your committee counsel the effects of the Continuing Resolution on Public Law 874 funding and was assured through charts made available for "eyes only" review that both Category A and B would be funded at 84% of entitlement and that the impression was that the Bureau of the Budget and the President would not impound the funds so indirectly appropriated.

I am now advised by Congresswoman Mink's office that in her conversations with Dr. Cherry's office the Administration has stated that the Continuing Resolution is defective and that only Category A and military-housed B children will be paid and all other categories will receive zero.

I currently lose about $8 million in my Congressional District. We are devastated. We need guidance and your assistance in this matter. Can you still be helpful? Your views will be appreciated.

Very sincerely,

ROBERT L. LEGGETT,
Member of Congress.

MARYSVILLE JOINT UNIFIED SCHOOL DISTRICT,
Marysville, Calif., March 19, 1973.

Representative ROBERT LEGGETT,
U.S. Representative, House of Representatives,
Washington, D.C.

DEAR SIR: The Marysville Joint Unified School District received word that it had been reported by Mr. Cherry, Director of School Assistance, Washington, D.C., that all P.L. 874 impact funds had been frozen. We were told that if we have not received our impact P.L. 874 funds we probably would not receive them until after June 30, 1973.

The Marysville Joint Unified School District has completed our census and all the necessary requirements to establish our claim for funds under P.L. 874 for the fiscal year 1972-73.

For the fiscal year 1972–73, the basis for our claim is as follows:

"A" students	17
"B" student (uniform services)	919
"B" students (civilians)	450
Total	1,386

Based on March 16, 1973 information our entitlement is:

"A"—17 students × $493.41 × 90%	$7,549
"B"—1,369 students × $246.71 × 77%	260,064
Total	267,613

The Marysville Joint Unified School Destrict has been receiving approximately 75% of the entitlement prior to June 30th of each year. This 75% would be $200,710.

If these funds are frozen we would be sort $200,710 for our current education program during this fiscal year. As you know, the Marysville Joint Unified School District is one of the financially poorest school districts in this area of California. It is not one of the districts described by Casper W. Weinberger as becoming "wealthier" due to P.L. 874 funds.

I need not tell you that withholding $200.710 will make it extremely difficult to finance the educational program in this District.

We understand that some districts have received part of their current year entitlements, but our payment is frozen due to a legal problem.

When money is as hard to come by as it is in this District, when the program of education has been carefully planned and its fulfillment depends in part on funds such as we are discussing, legal questions in Washington are like a millstone around the District's neck.

In short, we will be desperate before June 30, 1973. We need your help.

Sincerely,

LEONARD E. LARSON,
Assistant Superintendent, Secondary Instruction.

FROM THE OFFICE OF CONGRESSMAN ROBERT LEGGETT, FOURTH DISTRICT, CALIFORNIA

JANUARY 30, 1973.

WASHINGTON, D.C.—It was learned today that financial assistance to federally impacted school districts will be substantially decreased if President Nixon's budget is enacted as is.

Congressman Robert L. Leggett expressed intense disapproval of the proposal. "Our schools are already in dire financial straits," Leggett declared. "We are just not in a position to absorb a blow of this magnitude.

Leggett further stated that Congress could be expected to resist this cut vigorously, but was cautious in predicting the outcome.

"It's possible that even if Congress appropriated enough money to continue this program at the previous level, the President might refuse to spend it, just as he did with the Water Pollution Control money.

This could precipitate a constitutional crisis on a scale that we haven't experienced since the Civil War.

Mr. Nixon's proposal would eliminate all Federal assistance for what is now Category B assistance. That is assistance based on children of Federally employed families who do not live on Federal reservations.

Category A assistance, which is based on children of Federally employed families who live on Federal reservations, is to be handled by means of special revenue sharing, according to the Nixon proposal.

"Revenue sharing has burned us before," Leggett said. "This proposal will have to be thoroughly examined before I'll be sure it's the best way to help."

Below are figures showing impact aid funds which would be lost to affected districts under the Nixon proposal. They include figures for the Fourth Congressional District and all of Sacramento. Figures are for 1972 and while not precise, are the most accurate currently available.

District:	
San Juan Unified School District	1, 166, 775
Grant Joint Unified School District	589, 388
Rio Linda Unified School District	669, 025
Del Paso Heights School District	57. 867
Elverta Joint School District	17, 360
N. Sacramento School District	1, 122, 310
Robla School District	30, 117
Center Joint School District	27, 092
Sacramento City Unified School District	792, 224
Los Rios Junior College District	221, 645
Winters Joint Unified School District	10, 818
Dixon Unified School District	21, 180
Elk Grove Unified School District	120, 685
Washington Unified School District	49, 218
Camptonville Unified School District	1, 446
Pleasant Grove Joint Unified School District	2, 761
Fairfield Suisun Unified School District	778, 715
Stony Creek Joint Unified School District	3, 809
Solano County Junior College District	96, 058
Willows Unified School District	15, 085
Vacaville Unified School District	349, 712
Marysville Joint Unified School District	225, 522
Galt Joint Union High School District	8, 170
Yuba City Unified School District	74, 971
Wheatland School District	30, 248
Wheatland Unified High School District	25, 872
Folsom Cordova Joint Unified School District	501, 787
Benicia Unified School District	61. 256
Vallejo City Unified School District	736, 605
Travis Unified School District	13, 104
East Nicolaus Joint Unified High School District	4, 992
Galt Joint Unified School District	5, 260
Arcohe United School District	3, 813
Yuba County Junior College	25, 500
Total	6, 860, 494

STATEMENT OF HON. ROBERT L. LEGGETT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. LEGGETT. Thank you. I will proceed in violation of the rules without submitting appropriate copies. This was a matter of some urgency, and I did want to come over here and generally express my concern about where we are going in education.

I have all of the platitudes in my statement that disengagement of our war effort in Vietnam was not supposed to be matched by disengagement in our education effort in the United States. We have been burned by revenue sharing. I supported revenue sharing in retrospect rather idiotically because the $7 or $8 million that we have been given in general revenue sharing has now been swiped by the President in the impoundment program.

I testified yesterday before the Rules Committee and submitted exhibits prepared by the Library of Congress, indicating that the impoundments by the current administration are not $8.7 billion, but, including the abated contract authority, are more like $18 billion.

It may well be we cannot spend that kind of money due to our debt structure and limitation and tax structure, and we probably need to get our house better in order, but it seems to me that if we are going to rule by Executive fiat, albeit altruistically, we ought to think of totally abolishing the first branch of government entirely.

I think we can reorganize here in a better way. I know you feel considerable frustration going through the laborious task of trying to figure out what is right for American education, and then having the Appropriations Subcommittee fund merely a fraction of which you feel the actual needs were, have that mangled in conference and have a question mark over what the program really is for probably 6 or 8 months out of the year, which is our current method of operation.

I think we need to regularize our functions and I think we must assume that our tax income is relatively limited, which, considering the attitude of the President, it probably is; I doubt he would sign a bill that would increase our tax structure more than about 1 percent or maybe $3 billion.

The 1974 budget already has the program written into it of $32 billion increase in debt. So, we are going to have to come up with a program which readjusts priorities among the items which have been submitted and unfortunately, the Congress has really very little experience in doing that, in measuring education need, and a $400 million cut which has been made in the impact education program including—which my press release of January 30 indicates—$6.8 million cut in my own district alone in the 874 program.

We have totally given up in the 815 program, but I see you still continue to write something of that in the bill. I fully support H.R. 69. I stand foursquare with you on that, and I do not think we need to reorganize that formula.

Chairman PERKINS. I am sure you have observed the figures under H.R. 69, and have compared them with the special revenue sharing package, the amount that you receive under the administration proposal.

Now, under title I in 1972, California received $135.2 million. Under the administration proposal, under their special revenue sharing, you would receive $124.4 million, a loss of $11 million. But, under the bill I have introduced you would receive $136.5 million.

Have you had a chance to look at H.R. 69 for purposes of determining whether it is equitable in your judgment?

Mr. LEGGETT. The revenue sharing bill is $11 million out of equity as I read the figures, plus the fact it would distribute funds in a little bit different way than we have experienced in the past. You asked the previous witness his experience under title I in his State.

Obviously in a State like California, where we have large experiences with 874 which are, in fact, general funds, not tied to any pigeon holes, our administrators tend to like that program, and of course, this works very well in a State like California where we have excellence in education.

We spend a lot of money for education. We have got a great college system, a great junior college system, and we have great professionalism in administration. I think in a State like that, you can just deliver funds to the district, and you will find that they will be well administered without any strings whatsoever.

I am not positive that would be true all over the country. I find that in my own district we usually let some of the conservative members of the community run the schools, because it is very difficult to get support for bond issues and overrides and things like that.

We do not have partisanship. We have all non partisan elections for school board. I think the president of the school board is the past president of the Republican Central Committee.

They are recommending, as a result of the action taken by the President, that for the next year in our junior high schools, we cut out one period, we go from six to five periods. We are cutting out the total music program, and that has already been laid off.

We are cutting down the health program by 50 percent from eight people to four people. We are totally terminating the competitive athletic program in football, basketball, swimming——

Chairman PERKINS. Under impact aid?

Mr. LEGGETT. A large part of this is because the impact aid is being cut out. We are reducing our janitor force to $250,000 a year, and we are only cleaning the schools on a 3-day week projected for next year. We are cutting out teachers. We have reduced our administration by $60,000.

All of that is included in the materials that I have sent and delivered to the desk there, and what I included is the full budget for the school district, and what that budget shows is that some years ago we were operating from the Federal grants program even before ESEA, where we received nearly 25 percent of our total funds from the Federal Government when we were operating the school system in large part for the naval shipyard located there.

Now, we are down to about an 8.5 percent Federal contribution and if we cut that out, we lay out the whole budget there. We have about a $14-million total program, lots of assistance from the States, lots of assistance from the Federal Government in different categories, lots of local effort including the undergraduate or the secondary school and the junior college area which is all included in one school system.

We have an $8 tax rate, and I find that the taxes in California today are roughly 50 percent higher than what I pay in the State of Virginia, as an example, for comparable property. So I think we are making our effort out there.

I do not think we are frivolously spending our money. I am very much concerned that even if we take action, our efforts might be obviated by the administration. I have included a letter, which I sent to Dan Flood, dated March 12, where I stated:

> Dear Dan: When we passed the continuing resolution two weeks ago for education and foreign aid, I reviewed the effects of the continuing resolution on funding. I was assured that both category A and B would be funded at 84 percent of entitlement, and the impression was that the Bureau of the Budget and President would not impound the funds so indirectly appropriated.
>
> I am now advised by Congresswoman Mink's office that in her conversation with Dr. Cherry's office, the Administration has stated that the continuing resolution is defective and only category A and military-housed B children will be paid.
>
> I currently lose about $8 million in my congressional district. We are devastated. We need guidance. Can you be helpful?

He wrote back:

> This is in response to your letter of March 13 in which you expressed concern about amounts provided by the continuing resolution. I am sure the Administration has an army of lawyers at work trying to figure out how to get around the

> plain language of the continuing resolution itself and the clear expression of congressional intent.
>
> The continuing resolution appropriates the lower amounts contained in the Senate version of H.R. 15417 which is Fiscal 73 Labor-HEW Appropriations Bill which was in existence on July 1, 1972, the date of enactment of the continuing resolution.

For Public Law 874 program, this works out.

Chairman **Perkins**. That is in reference to where I asked the Chairman of the House Committee on Appropriations a question and he stated that the administration had to spend at the higher level.

Mr. **Leggett**. Exactly. He said:

> Of course, I do not know how we can force the President to spend the funds which Congress has appropriated, but I cannot imagine what legal basis there would possibly be for making impact aid payments only for children of military parents.

I wrote to Dr. Cherry last week:

> In response to my query of the Appropriations Committee respecting our understanding concerning the scope of H.R. 15417, I am pleased to enclose the attached analysis.
>
> If what I hear is correct concerning the intent of the Administration, I am going to suggest that all of the impact schools in the country join together in class suit to enforce release of impact funds, impoundment of which obviates the intention of Congress.
>
> In this respect I enclose for your review an analysis made by the Library of Congress the other day. I would like to have in writing the intentions of the Administration in this respect as soon as possible for our formal record.

I talked to him yesterday, and this was kind of mislaid. I think it got in the hands of their lawyers, but the people from the West do intend to bring one of these class action suits, and we certainly hope we can be as successful as some of the farmers were in Minnesota and the poverty people here in Washington and some of the other offended people by constitutional actions of the President.

Chairman **Perkins**. You have been very helpful to the committee. You do support H.R. 69 as the best solution?

Mr. **Leggett**. I do. I would not risk going with special revenue sharing.

Chairman **Perkins**. Thank you very much.

Come around, Mr. Gude. We are anxious to hear from you.

STATEMENT OF HON. GILBERT GUDE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mr. **Gude**. I want to thank you for the opportunity to express my views today in support of the Extension of the Elementary and Secondary Education Act.

I wish to emphasize here the value of title III which, as you know, provides local education agencies with the risk capital for experimentation necessary to develop new programs that both meet specific local needs and are appropriate to schools facing similar problems elsewhere in the State and Nation.

While absorbing a tremendous growth in elementary and secondary school enrollment since World War II, our schools have been confronted with ever-increasing demands. Educators have often been expected to perform functions well beyond their capacities and rightful responsibilities.

However, there are certain demands upon the schools which must be met, such as reaching the disadvantaged and the handicapped. Quite clearly, given the controversy surrounding the financing of school systems, local education agencies do not now have the resources, both in terms of money and staff, to keep in step adequately with these demands.

Through a program such as title III, local school systems are assisted by the Federal Government in funds to provide pilot programs which utilize new and creative approaches to curricula and school organization to meet these critical needs.

In the State of Maryland, nearly 175,000 children are currently participating in imaginative programs which may never have been undertaken without title III funding. These address a wide variety of educational needs, such as Baltimore City's Model Early Childhood Learning program to improve the cognitive skills of 3- and 4-year olds, and Calvert County's Project Stay-In, to reverse the dropout rate.

I am particularly proud of the effectiveness of title III projects in the 8th District, Montgomery County. Since 1966, seven title III projects have been funded, directly serving well over 100,000 children.

Among these have been a study of the educational needs of emotionally handicapped adolescents and the improvement of the educational performance of children with learning disabilities and psychomotor problems.

I recently had the opportunity to observe first-hand the merits of title III, in a visit to the Rock Creek Palisades Elementary School in Kensington, Md., where title III moneys are in use in providing comprehensive services in and out of the classroom for visually impaired children from birth to school readiness.

It was indeed heartening to note the progress being made by children with severe visual problems and multiple handicaps. They are learning improved motor development and coordination, visual perception and basic educational skills. Several are being readied for transferral to the regular classroom—a goal which perhaps may never have been attained without title III assistance of this nature.

The effectiveness of this project is perhaps best summed up in the remarks of a widowed mother of a 15-year-old girl aided by the program. She has stated: "The services the program has provided are what I couldn't afford to pay for, and it has been a Godsend."

I have received similar comments from several parents which testify to the fact that this project has undeniably measurably improved the performance of their children. With your permission, Mr. Chairman, I would like to submit for the record copies of letters I have received in this regard.

Chairman PERKINS. Without objection, it is agreed to.

[The documents referred to follow:]

MARCH 8, 1973.

Hon. GILBERT GUDE,
Congress of the United States,
Washington, D.C.

DEAR CONGRESSMAN GUDE: I am writing to request your support for an extension of the Elementary and Secondary Education Act under H.R. 69. The program applicable to visually handicapped children under title III, is of special interest to our family.

Our youngest daughter is currently receiving title III related specialized training at Montgomery County's Rock Creek Palisades School. Carol's vision has been severely handicapped since birth and she is unable to cope with normal classroom teaching procedures.

Due to the excellent teaching facilities presently available under the title III program, she has developed the necessary self-reliance and has achieved the basic objectives necessary to qualify her to attend 1st grade in Sept. 1973.

The continuation of title III would enable Carol to continue her education. This will enable her to mature and develop into a productive citizen and member of society.

I, therefore, on behalf of my handicapped child sincerely urge you to support the continuation of title III.

Sincerely yours,

——— ———.

Hon. GILBERT GUDE,
Congress of the United States,
Washington, D.C.

MARCH 12, 1973.

DEAR CONGRESSMAN GUDE: Our son, has been enrolled in the Title III program for the visually handicapped since the winter of 1971. He is presently under the direction of the Early Childhood Learning Center at Rock Creek Palisades School in Kensington.

We are writing to tell you what a tremendous help the program has been to him and to us as parents. Our son who is partially sighted, has been guided by an excellent staff to the point that they and we feel he is using what vision he has to his maximum ability; this could not have been possible without the care of those at every level of the Learning Center. As for ourselves, the program has brought us aid in the forms of meetings with other parents of visually handicapped children recommended readings, guest speakers, and the availability of professional advice from the staff and their consultants.

The aid from the Learning Center to our son, and our family has been of inestimable value to us. We hope that the program will continue and grow to reach and help many families such as ours.

Sincerely,

——— ———.

Hon. GILBERT GUDE,
Congress of the United States,
Washington, D.C.

MARCH 15, 1973.

DEAR CONGRESSMAN GUDE: This letter is being sent in regard to the visually handicapped children's program in Montgomery County, Maryland that has helped my 15 year old daughter who is visually handicapped.

I am a widow with no income other than what I earn. The services the program has provided are what I couldn't afford to pay for and it has been a Godsend.

I have heard that the ESEA, Title III expires on June 30th, 1973. The services provided for the visually handicapped have helped these children above and beyond what the concerned parents could possibly do.

This letter is to let you know how necessary the program is and to prevail upon you to keep it going for these visually handicapped children.

Sincerely,

——— ———.

Hon. GILBERT GUDE,
Congress of the United States,
Washington, D.C.

DEAR CONGRESSMAN GUDE: I am writing to register my support of H.R. 69, which would extend the Elementary and Secondary Education Act.

I am especially interested in Title III of ESEA, and Congressman Perkin's Bill would preserve the integrity of Title III, at least for five years more.

Title III provides funds for the Programs for the Visually Handicapped in Montgomery County and it would be a tragic abandonment of these special children if this project were cut off.

Our child has benefited from this program. It provides special services and opportunities for relationships helpful both to parent and child as we seek adjustment to various visual handicaps. It is a unique and valuable project not duplicated anywhere else in our county. It must be given priority.

I am asking you to give your support. Please use whatever resources you have at your disposal to insure the continuation of Title III and especially the Program for the Visually Handicapped.

Thank you for your time and effort for this cause.

Sincerely,

——— ———.

March 12, 1973.

Subject: Visually Handicapped Program, ESEA—Title 3.

Hon. Gilbert Gude,
Cannon Office Building,
Washington, D.C.

Dear Congressman Gude: As parents of a visually handicapped child, we feel that our daughter, has benefitted immensely from the Title 3 special education program. We are certain that our daughter can never express in words the impact, opportunity and assistance afforded to her by the federally assisted program.

Our daughter has experienced great difficulty with motor development, visual perception and deductive reasoning. The detailed instruction, facilities and the dedication of teachers has helped her to begin to use her physical and mental attributes.

We consider ourselves fortunate that our daughter has been able to share in this specialized program. Curtailment of the federally assisted funds will be a major step backward for handicapped children.

Would you please do all you can to keep Title 3 active so that others can also benefit.

Sincerely yours,

——— ———.

March 4, 1973.

Re Title III—ESEA.

Hon. Gilbert Gude,
Congress of the United States,
Cannon Building, Washington, D.C.

Dear Congressman Gude: I am writing to ask your support for Congressman Carl Perkins, bill (H.R. 69) which would extend ESEA for five years. Our son, age 3, whom you met at the Lion's Club Nursery for the Blind pre-schooler has benefited very greatly from this program. Not only has this program helped him learn to walk without help, to feed himself, but it is now helping him learn to talk. These things we take for granted but these skills come slowly for the handicapped child. The help given has measurably reduced the frustration he was evincing by biting and clawing us. In Montgomery County the program funded with federal help is just in its second year and really just now getting into full swing. We have noted such a marked improvement in our son it seems like it would be a shame not only for him but for the many other children in this program to have the funds cut at this crucial time. Without these funds these children might learn some of the skills but at a much slower pace and perhaps never as well, and with a greater emotional penalty. What ever you can do to support this bill would be most appreciated.

Sincerely,

——— ———.

March 9, 1973.

Hon. Gilbert Gude,
Congress of the United States,
Cannon Building,
Washington, D.C.

Dear Congressman Gude: We are writing to ask you to do everything in your power to see that Title III—ESEA is extended (refer to H.R. 69 introduced by Congressman Carl Perkins).

We are the parents of a 15 year old daughter, who was totally blind at birth. We were very fortunate to have received guidance, support, and counseling from our Home Visitor for her from babyhood until admission to school, so we feel well qualified to make our comments. This service was not available in Montgomery County Public Schools at that time; had it been we would have been even more fortunate and grateful.

This preschool is valuable fo both the parents and the child. You have no idea how many sad mistakes can be made by parents in caring for and guiding a blind baby and child without professional guidance. Steps in development which sighted people take for granted are great hurdles for these little ones, and the most dedicated parent can be guilty of damaging her child for life through sheer ignorance. This applies even more to a multi-handicapped child.

The purpose of education is to prepare our children to be self sufficient adults. Sighted children can begin this preparation at an early age by visual observation. Without this advantage, blind children can develop many mannerisms, emotional problems, and mental blocks, before they even become school age, and of course their whole school career can be damaged before they begin. Money spent on a preschool program is "preventive spending"—by eliminating problems before they develop, so that the child can have a normal successful life, and be an asset to society and not a liability.

When we learned that this perschool service had been initiated in Montgobery County, we rejoiced for the parents and children who would benefit. We have heard so many parents through the years express regret and guilt about problems that were unintentional. When there is so much money spent in the schools for "extras", surely there must be funds for a "need". Thank you in advance for any support you give to the extension of this worthwhile program.

Very truly yours,

——— ———.

Mr. Gude. I strongly urge the extension of title III of the Elementary and Secondary Education Act. It is a fine example of Federal moneys being wisely expended.

Mr. Chairman, I would only add that I think that the concept of many title III programs is an extension of what educators have found through Head Start that early education can be most beneficial to preschool youngsters who have handicaps. It gives them the opportunity to develop as far as possible their potential to be productive citizens and part of their communities.

It is a move that I think President Kennedy stimulated when he focused attention on the problems of the mentally retarded and other handicapped youngsters. It is a move which in general means taking people such as these blind and handicapped children who would have ended up in State institutions. Instead of becoming tax liabilities, they could be taxpaying citizens contributing to the strength of American community life.

Only through a program like this can the local school systems be involved at the grassroots. Mr. Chairman, I will submit these letters. We are going to remove the names so the parents and children cannot be identified.

Chairman Perkins. I am sure you are acquainted with the administration's proposed revenue-sharing proposal which consolidates these programs into five broad categories. Under the category of funds called supportive services, a State could fund the school lunch program, adult education, library books, equipment, title III, and aid to State departments of education.

But the administration does not have any money in the budget for books, State departments, or equipment. So, if those are to be funded, then money has to be taken away from the other programs. Do you agree with this approach, or would you prefer to spell it all out categorically as we have done in the past?

Mr. **Gude**. Mr. Chairman, I think the ultimate goals of special revenue sharing and general revenue sharing are fine, but when you begin a series of programs and then suddenly move out of them, some very valuable programs can drop between the cracks.

Chairman **Perkins**. I know that you are well aware that under the category that I mentioned, the State could decide not to fund any of these programs, and instead shift all of the funds to the other four categories if they wanted to. That would include the program that you talked about, title III. The States would have the authority to take the funds out of title III if they wanted to and shift them to other categories, to the handicapped or title I or wherever they wanted to shift the funds.

Mr. **Gude**. This is exactly the problem. If we are going to have a shift, let's do it slowly so that the programs that are worth while are not suddenly eliminated at an intervening bureaucratic level.

Chairman **Perkins**. You feel then that since these programs are more or less in their infancy, that we should take our time, know where we are going, know the value of the programs, and we should legislate for the national interest instead of delegating this authority somewhere else?

Mr. **Gude**. That is right, Mr. Chairman.

Chairman **Perkins**. Thank you very much.

Come around, Mr. Huber.

STATEMENT OF HON. ROBERT J. HUBER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

Mr. **Huber**. Thank you, Mr. Chairman. My testimony will be very short.

I wanted to put into the record of this committee a discussion I had with Dr. Porter, who is the superintendent of education for the State of Michigan, following his testimony before this committee. I thought it was important enough that it should be made a record of the committee.

Mr. **Huber**. Dr. Porter, in discussion, reported that in his opinion the two most important factors dealing with the problem of education for the core city child were the problems of mobility and lack of attendance.

Dr. Porter's observations on this subject were to the effect that if we could get the core city child to attend school regularly, and if we could get the families to stop moving from one district to another in a given year, we could substantially improve the educational ability of the child; in some cases, Dr. Porter said, as much as a 2-year advancement in 1 year for the children who were either not attending properly or were being moved from one school or school district to another.

The key here, it seems to me, is that this problem does not cost the taxpayers a dime. It does not require a single bus. All it requires is the cooperation of four separate units, and Dr. Porter described that at some length.

He said that in some of the experimental schools where they are putting a program into effect of a written contract between the principal, the teacher, the parents, and the child, they are able to overcome the problem of mobility and attendance. That written contract, which has no force in law, is merely an agreement between the four parties in which the principal supplies the school and the books, and the teacher supplies the education.

The parents agree to have the child there on time and not to move from one district to another and the child agrees to attend and study. The results of that survey and of that initial experiment have been outstanding.

Dr. Porter said that in some of the core cities, the mobility factor runs between 40 and 60 percent in a given year, and in some cases, as high as 125 percent. That means that the class in a given year would turn over one and a quarter times.

To me, having listened to this testimony of Dr. Porter's first presentation, and then having heard this second report, I thought that this committee should have it in order so that it would be a permanent part of your records. I have found that to be the most exciting challenge in the educational field, and one that I think will be of great value to any type of educational bill if we keep in the back of our mind that here is a program that does not require tax dollars, that does not require buses, and which will substantially improve the educational ability of the child if we can overcome mobility and the attendance of the child.

Thank you, Mr. Chairman.

Chairman **Perkins**. Thank you very much. You have been helpful. We are glad to have your viewpoints.

Mr. **Huber**. Thank you, sir.

Chairman **Perkins**. Mr. Devine, please proceed with your statement.

STATEMENT OF HON. SAMUEL L. DEVINE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Mr. **Devine**. Mr. Chairman, I welcome the opportunity to appear before the subcommittee this morning. I have no prepared statement. I want to make a few very brief comments.

I represent a capital city, the capital city of Ohio, the eastern half of it. I share the city with our colleague, Chalmers Wylie of Ohio. In addition to the capital city, I have two rural counties.

In my district is the DCSC, Defense Construction Supply Center, which is an old Army depot, one of the largest in the country. I also have Lockbourne Air Force Base in my district and several other lesser installations.

Accordingly, we have an impact of students from personnel from these installations in a number of our school systems, and I think impact aid is very proper if applied to the original intent of the Congress when they enacted the legislation, that is to assist those local school districts that are impacted with children from persons residing on military bases, those persons that are not considered as property owners or taxpayers.

I would support the concept having to do with that portion. The other portion of the bill that I think does violence to the original intention of the Congress has to do with school districts receiving impact aid as a result of having children from Federal employees that are also property owners or live on nongovernment property, such as this Congressman.

I had three daughters in Bexley School which is a rich school system, and they came home with a little slip from the principal saying fill this out. Your father is a Federal employee, being in the Congress, we therefore are entitled to impact money because of that.

They qualified on that basis, and I think that is wrong. I do not think it was ever the intention of the Congress that moneys be paid into school systems where the children are children of persons that are also property owners and taxpayers.

I would merely say that I would hope that this subcommittee and your whole committee, when ultimately reporting the bill to the floor for further consideration, will consider eliminating that portion which I think does violence to the original intention of the Congress.

Chairman **Perkins**. You are talking about the B children?

Mr. **Devine**. That is exactly right. That is my statement, Mr. Chairman.

Chairman **Perkins**. Mr. Quie?

Mr. **Quie**. I feel as you do, Sam, but do you think there is any category B student where it would be valid for the Federal Government to make a payment?

Mr. **Devine**. As a general statement, I would say not. I would not think so.

Mr. **Quie**. The only question I have relates to the children of military personnel when there is a base in the school district. The school district loses the property value of an area where the base is located. The people in the military area are transient and probably are living in low-income houses. They buy everything in the PX instead of in the community.

That is the one situation that I am wondering about.

Mr. **Devine**. That should perhaps receive some consideration, but I look upon those persons that you recognize better than anyone else, the members of your committee, that local property taxes basically support the local school systems and those persons that although they may be military personnel that live in private rental apartments, of course, the landlords, the owners of those apartments are also taxpayers, and rents are derived for the purpose of helping to defray the expenses of the apartments which go into the tax feature.

By and large, I feel that B category is one we should be aiming and taking a good look at.

Mr. **Quie**. In other years when this issue has been before us, I have tried to get amendments that would automatically scale down, but the end result was that category B got expanded instead.

Chairman **Perkins**. He is the only Member that has come forward with that amendment.

Mr. **Quie**. This time I am not proposing an amendment because I am afraid they will expand again.

Mr. **Devine**. One of the great problems I find from a practical standpoint among the school administrators, when impact aid money and 874 money became available, rather than look up it as a windfall or a temporary assist in the educational institutions, they have now taken this as a foundation or a floor from which to launch their budget requests and to finance their schools, and they look upon this as something that they are entitled to, notwithstanding.

I think that it should not have been put into the budget as a permanent figure for any school administrator. It should be looked upon as a temporary assist from the Federal Government when there are military personnel involved.

From a practical standpoint, I know school administrators use this as a base from which to spend the rest of their budget.

Chairman **Perkins**. Thank you very much, Mr. Devine.

STATEMENT OF HON. PARREN J. MITCHELL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Chairman **Perkins**. The next witness is the Honorable Parren J. Mitchell. We are delighted to welcome you.

You may proceed.

Mr. **Mitchell**. Thank you, Mr. Chairman. I am always delighted to appear before you, Mr. Chairman, and members of the committee. Your record of commitment to the poor and the oppressed in this country is well known, and we are very grateful for it.

If we have a staff person here, I have sufficient copies of summaries of hearings that I conducted in Baltimore City.

Chairman **Perkins**. Without objection, the hearings will be inserted in the record.

[The document referred to follows:]

Congressional Hearings on "ESEA, Title I: Improving the Achievement of Disadvantaged Children"—Friday: March 9, 1973, Saturday: March 10, 1973, Baltimore, Md.

INTRODUCTION

The Elementary and Secondary Education Act, Title I, represents one of the nation's most wholehearted and unequivocal commitments to education. ESEA, Title I was designed to provide financial assistance to local education agencies serving areas with a concentration of educationally disadvantaged children from low-income families. To insure that educators, parents, elected officials and community leaders were knowledgeable concerning the implementation and ramification of the Act, two days of Congressional District oversight hearings were held. These hearings had a special urgency for the constituents of Maryland's 7th Congressional District because of the renewed debate on federal aid to education, that is, special education revenue sharing vs. categorical educational aid.

Summaries of selected testimonies are presented herein along with a statement of findings. The issues presented in the testimonies concern (a) the substantive content of the program (b) methods for strengthening the program and (c) community involvement and support of the program. Permeating the testimonies and discussions was the fact that education for minorities and the poor was less than adequate, but that Title I has made that all important difference.

These hearings could not have taken place without the hard work of Theresa Dutch, Staff Coordinator for the Hearings: Carol Thompson, who served as a Congressional Intern in my Washington Office last summer and who is presently a student at Smith College; Henry Waskow, Volunteer Assistant and the rest of the Congressional Staff. In addition, we are most grateful for the cooperation of elected officials, agency heads and the citizens who participated in the hearing.

ESEA, Title I—Baltimore City

FACT SHEET

Allocation of funds

- Baltimore City received 54.8% of the total state allocation for the Fiscal Year of 1973.

(a) Maryland received	$19, 432, 141. 00
(b) Baltimore received	10, 660. 277. 99

Children participating

(a) Elementary	26,732
(b) Nonpublic	1,020
(c) Elementary, special education	1,739
(d) Secondary and special education	3,336
Total	32,827

There is a total of 64,000 educationally disadvantaged children in eligible schools, but only about ½ of these can be admitted to the program.

Schools participating

(a) Elementary	73
(b) Special Education	7
(c) Junior High	10
(d) Non-Public	16
Total	106

Para-professional staff

Approximately 1,400 para-professionals were employed as: Children's Aides, Library Aides, School-home Liaison workers and Teachers' Aides.

EXCERPTS FROM TESTIMONIES

GEORGE LISBY—MARYLAND STATE DEPARTMENT OF EDUCATION

Since 1965, ESEA, Title I has annually provided supplementary services to 50,000 to 60,000 poor or disadvantaged students in Maryland. The allocation for the State of Maryland for the Fiscal Year 1973 is estimated to be $19.3 million. Baltimore City's share of that allocation is estimated to be $10.6 million.

Title I funds are reaching the children for whom they are intended and gains are being made. Of the funds allocated to the Elementary Basic Skills project only 5% of the funds are being spent for administrative costs, while 78.4% of the funds are providing direct instructional services to children.

Title I funds have been beneficial in providing supplementary material for identified students. Title I schools would suffer drastically in their efforts to improve children's performance in reading without this help.

WILLIAM PARROTT, JR.—BALTIMORE CITY DEPARTMENT OF EDUCATION

Due to the urgency of need and manner in which it first started, guidelines were loosely written and enforced. Since the beginning, several changes have taken place to ensure the original interest of Title I.

We have moved from using many of the funds that were made available through Title I for hardware items . . . to provide educational programs, additional staff and services that will make a difference in a child's educational achievement.

For a number of years in Baltimore, we had been spreading our funds in order to service as many children as possible in all grades, in those schools participating in the program. As a result a large number of children had been getting a little but not enough to make an appreciable difference. In an effort to halt merely a remediation and to begin a program in prevention we are now concentrating efforts in the lower grades, K–4 in elementary and 7th grade in the secondary schools.

DANIEL BREWINGTON—PRINCIPAL, SCHOOL NO. 38

In September, 1971 we were listed as an ESEA, Title I School, and operated during the academic year 1971–72 with equipment, personnel and resources provided under this act. Since September, 1972, however, we have received no funding under Title I, although our student body is essentially the same.

Malcolm X Elementary School draws its pupils primarily from census tracts 1512 and 1513. 54% of the families are on public assistance. 55% of the families with children 6–17 years are below poverty level. The 1970 unemployment rate in each tract was 6.7%.

Tests given to the pupils presented these results:

	Spring 1971	Spring 1972
Kindergarten:		
Verbal meaning	25.6 percent below average	1 percent below average.
Perceptual speed	37.3 percent below average	10.4 percent below average.
First grade:		
Verbal meaning	24.8 percent below average	2.8 percent below average.
Perceptual speed	29.4 percent below average	7.5 percent below average.

But after one year of operating under Title 1 and despite the progress the staff and pupils made, the school was dropped from the program. Why? Simply, because there was not enough money.

EDWARD BURNHAM, PRINCIPAL—SCHOOL NO. 301

The William S. Baer School is Baltimore City's public school for the physically handicapped. Because it serves the entire city it is the only public school that reflects the true socio-economic population of the city.

At present, our school serves 301 children from nursery (hearing impaired) through grade twelve (orthopedic). Only children who need a special educational setting and a protected environment attend our school. Many attend for a few years but some, unfortunately, require our services for several years. Our main goal is to place the children in a normal setting with his non-handicapped peers as soon as possible.

Special services provided include small class size, transportation to and from school each day, physical therapy, occupational therapy and others.

Two hundred eighty-four of our three hundred one pupils are identified as Title I, ESEA children.

MARLENE PERLMAN—SCHOOL-HOME LIAISON WORKER SCHOOL NO. 301

I believe the ESEA, Title I parent participation at the William S. Baer School has been part of a revolution in education for the children it serves. The parent participation and involvement under the ESEA program at Baer is one of learning and sharing and doing between children and teachers and parents in the community they live . . . I do believe that if parent involvement is properly nurtured and developed a parent power can come about that can become a tool used to assist in making change when necessary or enhancing what already exists when what already exists is agreeable to the parents and the children . . . communication is beginning for all.

At School #301 parents are involved in a sign language class; working with community leaders to raise $25,000 for a specially equipped bus with a hydraulic lift; helping in classrooms and offices; going on trips with the children and having rap sessions with one another and professionals. Parents have left welfare rolls and are working as a direct result of a new found confidence, they found this confidence at School #301.

CARRIE STATEN, PRINCIPAL—SCHOOL NO. 100

Our parents are poor . . . our children are hungry . . . our health standards are low . . . the housing conditions are deplorable ... . many of our children are misplaced or displaced . . . our school which is ninety-two years old must meet the extremely diverse needs of this community. Out of our 572 children, 310 have been identified as Title I children.

Since our identification as an ESEA, Title I School, we have received $3,259 for the improvement of our language arts program, and for the purchase of materials, equipment and services. We have not squandered these monies. Instead, through the use of modern diagnostic-prescriptive techniques we have analyzed the needs of each child and endeavored to program in such a manner so as to effectively meet individual needs.

Having studied the criteria for participation in the total mobilization for skill improvement, it can be realized immediately that not just 310 but 572 children should be eligible. This I know because all of our children fall within one or more of the criteria for eligibility.

MEMBERS OF THE PARENT ADVISORY COUNCIL—EXCERPTS FROM STATEMENTS BY: MRS. BESSIE CLINTON; MRS. HATTIE JONES AND MRS. GLORIA TURNQUIST

Parents in Baltimore, for the first time that I know of, were informed and consulted about the services that could be provided for their children under Title I, and ways in which they could help their children to understand the benefit of these services. . . . In my opinion the Parent Advisory Council formed through Title I is the key to better education. The parents of educationally disadvantaged children know their children best; therefore they are in a good position to suggest ways and means of helping them achieve whatever they are supposed to achieve in school.

Our School-Home Liaison, provided by ESEA, has been of great service to our school by establishing a rapport with all, to identify the problems and have them referred to the correct source for help both as individuals or as families.

The aides and psychological consultants have been of untold help to the teachers, as well as parents, especially, with approaches and recommended remediation. Aides make it possible for the teacher to work with a small group of children at a time, instead of the whole class at once.

The School-Home Liaison and the aides are the link between the child's home, school and community. Parents have become more involved in school functions and programs. Parents are involved in times of trouble and fun. Cultural trips are planned and parents meet to discuss the needs of their children.

Without the ESEA funds we would lose many educational benefits for our children necessary to achieve performance to his age and grade level.

CITIZENS FOR CIVIL RIGHTS ORGANIZATION, INC.—MRS. GOLDIE BAKER AND OTHERS

This group voiced concern about the implementation and interpretation of Title I program and guidelines.

Parents inquired at one school about clothing benefits and were told by the School Principal and Counselors: "How did you find out about the Title I program? We don't tell the parents because they would use up all the funds. We have a Goodwill program in the basement and we use this instead of Title I funds".

Parents of fifth grade children in a school inquired about the use of school library for their children and were told that only Title I children can use the library.

They also questioned the eligibility of some schools, parent involvement and the voucher system.

They also asked for the following resolutions to be considered:

1. Eligibility be determined according to the separate requirements: economic status, test scores, and teacher recommendation.
2. No children enrolled in a designated Title I school be punished or penalized due to one part of the requirements.
3. Need be the determining factor of each requirement.
4. No one requirement be a determining factor to delete eligibility requirements.

ROBERT YOUNGER—BALTIMORE TEACHERS UNION

The selection of students and schools in Baltimore has steadily decreased. At first, students were supposed to be selected based on educational deprivation and families having a maximum income of $4,000. In reality, the income cut-off figure was $2,000. Later we were told to concentrate our services. This left out many, otherwise, eligibile students simply because they went to the wrong school . . . The inadequate funding of ESEA has been the number one obstacle to its complete success. At no time have ESEA appropriations approached full funding. The late authorization of funds has made a shambles of planning and implementing programs.

The evaluation of programs has to be extremely qualified. With the increase in class size, the advantage of having para-professionals has been nullified . . . Community involvement has primarily been through the para-professionals . . . Many of these people, for the first time, were able to upgrade their standard of living through employment in ESEA programs. ESEA has existed long enough for the para-professionals to prove that the cycle of poverty and poor education can be broken.

Curtailment or deletion of ESEA can only further complicate the present problem of simultaneous inflation and recession . . . The meeting of the specific needs of educationally-deprived children in low-income areas can be guaranteed only through the extension and full-funding of ESEA, Title I.

MARION BANFIELD—FAMILY AND CHILDREN'S SOCIETY

Many of the parents who bring their children to our offices have a feeling of powerlessness and isolation. Under Title I, those feelings could be lessened with expanded activities and services "to build the capabilities of the parents to work with the school in a way which supports their children's well-being, growth and development.

Title I programs have not had the understanding and support of school personnel, parents or public to really focus on pupils and programs in dramatically different approaches which would produce changes intended among the children identified as under the Act.

Congress cannot cut Title I in good conscience. Rather Congress needs to make sure that money voted on is actually appropriated to use. In addition a Congressional committee needs to see that a bureaucracy does not destroy the spirit and execution of this valuable legislation through arbitrary and inefficient planning and demanding which makes it impossible for state and local departments to implement programs to better the education of children.

RONALD WILLIS--BALTIMORE CITY JAIL—SCHOOL NO. 740

The jail program is unique in two ways. (1) This is the first time in the history of the jail that an educational program has been implemented for waivered incarcerated juvenile delinquents who are awaiting trial at the Baltimore City Jail. (2) The program has never had an on-the-job supervisor or principal.

There is no doubt in my mind that this program should have been studied more carefully before implementing it. A better understanding of the waivered juvenile offender as he relates to the City Jail culture and also the conditions at the jail around him should be carefully analyzed. It is my opinion that the funds for the program should not be terminated.

ELIZABETH LEBHERZ—MARYLAND DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL SERVICES

Since the opening of the Maryland Correctional Training Center in 1967, the Division has tended to select the deprived, youthful offender for assignment to the Hagerstown Correctional Complex. The median age of offenders confined in Hagerstown is 21 years . . . Four out of five have not completed school. Nine out of ten were living in an urban environment when arrested and approximately 70% are from the minority group. The median I.Q. score is 90 . . . The need for academic and vocational-skills development among ex-offenders is well established.

The Title I program provided a reading laboratory, supportative counseling service, improved library services and the opportunity to do college-level work. It offered the opportunity to acquire additional staff and equipment; to allow for on-the-job training and to increase the research component . . . to move toward our goal—resocialization of the incarcerated for the protection of society.

Beginning with Fiscal Year 1972 the two institutions formerly eligible for Title I funding were declared ineligible. Our educational projects begun with Title I funding are presently in a hold status . . . in a planning limbo . . .

I am saying that our program of educational offerings will continue in its present hold status until Title I funds are restored to us, and I am confidently predicting that every dollar not now made available for our school programs in Maryland's prisons will ultimately be spent, along with a matching dollar or two, to cover the cost of repeated incarcerations because of society's lack of foresight in the matter of prison education.

STATEMENT OF FINDINGS

In the presentation of testimonies and the ensuing discussions the following issues evolved as the most pertinent:

DISTRIBUTION AND ALLOCATION OF FUNDS

(a) Congress has been lax in assuring that the appropriated money is actually allocated.

(b) Disbursement and allocation of funds are not made within a time span to permit proper planning and preparation of programs.

1. Baltimore City Summer School program suffered because of this funding problem.

(c) Title I has been effective as presently financed, special revenue sharing would tend towards the dissolution of the program as a special entity and possibly toward its abolition.

(d) A crucial problem results from the fact that due to limited funds the number of eligible schools and children exceed those which can participate in the program. The program has been limited to K–4, and 7th grade, serving only (one-half) of the eligible children.

(e) The Hagerstown complex of the Maryland Division of correction is eligible for inclusion under Title I, but there are no funds.

SELECTION OF STUDENTS AND SCHOOLS

(a) In some schools it was found that approximately one-half the student population was in the Title I program, which is indicative of the economic and educational deprivation in our less affluent neighborhoods.

(b) The William S. Baer School, which trains the multihandicapped child was inadvertently dropped from the program the summer of 1972. The decision was reversed. Approximately 80% of the schools population is eligible for the Title I program. If Baer is dropped again, an entire community of physically emotionally, and economically deprived children will suffer even more.

(c) In determining the deletion of schools, it becomes counter productive to delete a school after one year of participation.

(d) The selection process of children to participate in the program is criticized in that eligibility is not determined according to the separate requirements: 1. Economic status, 2. Test Scores, and 3. Teacher Recommendation.

(e) School #740, Baltimore City Jail has the only program for waivered incarcerated juvenile delinquents. Educational services are provided for approximately 700 youth annually. Problems have resulted from lack of full time personnel, poor records and internal evaluations.

(f) At the Hagerstown complex the young men have to be placed on a waiting list for academic and vocational training. Thirty-five (35%) of the individuals have been found to be functionally illiterate.

EVALUATION

There has been noteworthy achievement resulting from the Title I program.

(a) In 1970–1971 in 41 Title I schools in Baltimore City, 70% achieved 8 months growth or better.

(b) In 1971–1972 in 40 Title I schools in Baltimore City, 77% achieved 8 months growth or better.

(c) A comparison of test scores of children that were achieving 2 or more years below grade level reveals that 15% of those in the Title I program achieved at 13 months below grade level. This is significant because the gap was closed by 1 year.

(d) In School #100, one of the poorest areas in the City, a gain of 8–14 months was made at each grade level in language arts skills.

PARENT AND COMMUNITY INVOLVEMENT

(a) An attempt is being made to make parents a part of the planning process. The usefulness of a coalition of parents, teachers, staff members and representatives from related programs cannot be denied.

(b) Parents can best understand the needs of their childen and with encouragement and training can become an effective part of the learning process.

(c) Some parents have been hired as para-professionals. This is significant in that some were on welfare roles and they are now gainfully employed.

(d) The school-home Liaison worker has become an integral part of the education team, effectuating more positive communications between school and community.

PUBLICITY

(a) One of the main criticisms throughout was a lack of publicity and dissemination of information concerning the program.

(b) The parent advisory council was only organized about a year ago.

(c) Some parents indicated that principals attempted to conceal information regarding supportive services.

(d) Members of the Parent Advisory Council and School Administrators indicated concerns regarding the knowledgeableness of participants.

Mr. MITCHELL. Mr. Chairman and members of the committee, on March 9 and Saturday, March 10, I conducted hearings into title I of the Elementary and Secondary Education Act in the city of Baltimore.

In the material that you have before you, we have capsuled the statements of many witnesses who appeared at those hearings. Quite frankly, I approached the hearings with some skepticism.

From time to time, I had heard various criticisms about the Elementary and Secondary Education Act. I had heard many good things about it, some bad things, and I wanted to try and get a very objective, true picture as to how this act was functioning, not only in my district but in the city of Baltimore.

In our hearings we focused on three major areas: (1) We looked at the substantive content of the Elementary and Secondary Education Act; (2) we were concerned about the methods by means of which the act could be strengthened, and (3) we were concerned about the degree to which there was significant community involvement in and support for the Elementary and Secondary Education Act.

The witnesses who participated in the hearings ran across a very broad social, educational, and economic spectrum. We had the parents of children who had benefited by the act as witnesses.

We had public school teachers. The principals of the public schools were there. Our own superintendent of public schools in the city of Baltimore testified, as did Dr. James Sensenbaugh, who is the State administrator for education in Maryland.

Various social service agencies testified. By way of illustration, Mrs. Marion Banfield, who represents the Family and Children's Society, was one of our witnesses. To my surprise, we had a witness from the correctional system of the State of Maryland. I frankly did not know when I planned the hearings that the correctional system in Maryland was utilizing the Elementary and Secondary Education Act. It was something that I learned from the hearings.

We launched into all-day hearings on Friday and spent the bulk of the time on Saturday beginning at 10 a.m. lasting until about 5 p.m. discussing the Elementary and Secondary Education Act.

In the time allotted to me, I will give you highlights from the testimony. In 1973 my city, Baltimore, received $10,660,000 in funds. There were 32,827 children in Baltimore participating in the Elementary and Secondary Education Act. There were 106 schools in the city participating in that act, and we had 114 paraprofessionals who were employed through the act.

They served as children's aides, library aides, school-home liaison workers, and teacher aides. Let me comment briefly from the testimony by Mr. George Lisby, Maryland State Department of Education:

> Since 1965, the Elementary and Secondary Education Act has provided supplemental services to between 50,000 to 60,000 poor and disadvantaged children in Maryland. The allocation for the State of Maryland for FY '73 is estimated to be $19.3 million and Baltimore's share is estimated to be $10.6 million.

Let me next quote from—I am sorry, these pages are not numbered. Are you able to find "Excerpts from the Testimony," at the bottom of the page, Daniel Brewington, who was and is the principal of the school in the city.

I am skipping on the second page on which his testimony appears. This I thought was especially significant. The school where he serves, the Malcolm X Elementary School, draws pupils primarily from census tracts 1512 and 1513, and 54 percent of the families are on public assistance.

Fifty-five percent of the families with children in the age group 6 to 17 are below poverty level. The 1970 unemployment rate in each tract was 6.7 percent. I call your attention to the data presented just below that.

That data is based upon the results of testing before having advantage of the Elementary and Secondary Education Act and subsequently thereto. In the kindergarten grades, in the spring of 1971, in verbal meaning, 25.6 percent of the pupils tested were below average.

Having benefited from the title I in the spring of 1972, it was 1 percent below the average for the kindergarten in verbal meaning. In perceptual speed, spring of 1971, it was 37.3 percent. In spring 1972, it was 10.4 percent.

The first grade verbal meaning was 24.8 percent in the spring of 1971, and was 2.8 percent below the average after benefiting from title I. In perceptual speed in the first grade, 29.4 percent of the pupils were below average on the first testing prior to utilizing title I benefits, and in the spring of 1972, 7.5 percent were below.

I think these statistics clearly indicate that title I can be significantly impactual on the lives of young children in terms of reading and perceptual skills. We have in the city of Baltimore a school which is known as William S. Baer School, and this is for physically handicapped children.

That is school No. 301. Mr. Edward Burnham, principal of that school, pointed out that 284 of the 300 pupils in that school are identified as title I Elementary and Secondary Education Act children.

Mr. Quie. Could I ask you a question?

Mr. Mitchell. Certainly.

Mr. Quie. Are they identified as title I? Does he mean children who are either on welfare or come from a family with $2,000 or less or does he mean educationally disadvantaged?

Mr. Mitchell. My city uses three factors to determine eligibility; income, whether or not they are on welfare, and—I forget the other factor, but those are two of the three. I think he used the guidelines as established by the Baltimore City public schools which, of course, are dependent upon the guidelines established by the act.

Mr. Quie. It is hard for me to believe that everyone who is physically handicapped comes from poor families. Does everyone but 284 out of 301 come from poor families?

Mr. Mitchell. Your question is well taken. At this particular school, which is the only public school serving the physically handicapped in the city, as far as I know, the population is drawn totally from the city.

Your higher socioeconomic families either go in for private tutoring of their pupils or private schools which handle physically handicapped children. I don't think this data is too far off.

Mr. Quie. Edward Burnham said that the school serves the entire city, and is the only public school that reflects true socioeconomic population of the city. The socioeconomic ratio of the city is surely not 284 poor.

Mr. Mitchell. No, it obviously is not.

Mr. Quie. It may be that test scores are involved here because this is about right for the physically handicapped who have educational disadvantagement. If you qualified, it could have been due to falling below on the test scores. This makes me wonder if identification of the ESEA child is not taking the factor of test scores into effect.

Mr. Mitchell. I can't remember what the third factor is, but that may be it, the level of achievement.

Mr. Quie. In the back it says economic status, test scores, and teacher recommendation. Would those be the three factors?

Mr. Mitchell. Right. That is based upon the teacher's observations concerning the achievement level of the children.

Mr. Quie. I see.

Mr. Mitchell. I think on the same page, if we skip down to the statement of Mrs. Carrie Staten, the principal of school No. 100, we can make it clearer as to the kind of population that is served by title I. She states:

> Our parents are poor . . . our children are hungry . . . our health standards are low . . . the housing conditions are deplorable . . . many of our children are misplaced or displaced . . . our school, which is 92 years old, must meet the extremely diverse needs of this community. Of our 572 children, 310 have been identified as Title I children.

I questioned this when Mrs. Staten testified in terms of the three factors. However, her testimony is based solely upon family income. This was one of the most deprived areas of the city of Baltimore.

I would like to read a little bit more from her statement. "Since our identification as a title I school, we have received $3,259 for the improvement of our language arts program and for the purchase of materials, equipment and services."

She says, "We have not squandered these moneys. Instead, through the use of modern diagnostic-prescriptive techniques, we have analyzed the needs of each child and endeavored to program in such a manner as to effectively meet individual needs."

If you will go to page 5.

Mr. Quie. I think what you say on page 5 is contrary to the law where no title I child cannot use the library.

Mr. Mitchell. Yes; that is what I wanted to get into. There is a Citizens for Civil Rights Organization headed by Mrs. Goldie Baker in the city of Baltimore. She raised some very sharp criticisms about the administration of the Elementary and Secondary Education Act title I.

Those criticisms are spelled in the document before you. She also indicated some things that needed to be followed through on in terms of perfecting the administration. No. 1, that eligibility be determined according to the separate requirements: Economic status, test scores and teacher recommendations.

No. 2, no children enrolled in designated title I schools will be punished or penalized due to failure to meet all three requirements. No. 3, that need be the determining factor for each of the three requirements.

No. 4, that no one requirement be a determining factor to delete eligibility requirements. I questioned Mrs. Baker very carefully because of her relatively sharp criticisms of the act of title I. I said, "Would you want us to abandon title I and move on to some other kind of program that you think would be administered more effectively?"

Her response was, "No; I do not. Neither I nor any member of my organization wants to see title I done away with. It represents potentially a Godsend for children." She pressed for not only the continuation of title I but even more adequate funding of that particular title.

Mr. Robert Younger, who was from the Baltimore Teachers Union, also had some criticisms to make of the administration of the Elementary and Secondary Education Act. Under the same kind of questioning that I directed to Mrs. Baker, he too emphasized the importance of continuing title I of the Elementary and Secondary Education Act but urged tightening up of administration and more adequate funding of the program.

On page 6 Mrs. Marion Banfield, who represents the Family and Children's Society in Baltimore City, which is a private agency, testified thusly, and I am reading from paragraph 3 in her testimony:

> Congress cannot cut Title I in good conscience. Rather, Congress needs to make sure that money voted on is actually appropriated to use. In addition, a Congressional committee needs to see that a bureaucracy does not destroy the spirit and execution of this valuable legislation through arbitrary and inefficient planning and demanding which makes it impossible for state and local departments to implement programs to better the education of children.

The major difficulties that we had in the utilization of title I within the correctional system were spelled out by two witnesses. The first was Mr. Ronald Willis, who works at the Baltimore City Jail.

The jail had incorporated a program, an educational program which was being used for waivered incarcerated juvenile delinquents awaiting trial. The essential problem there was that they had not appointed the topflight job supervisor or principal.

Later on, his statements were rebutted by those who administered the jail program, but I wanted to comment on this a little more in detail. It seems to me this is excellent use for an educational program.

In every large community across the country we are paying the penalty for school dropouts, inadequate prisons, inadequate probation and parole systems. We are paying the penalty in a steadily increasing rate of crime.

It seems to me while persons are incarcerated, this is the ideal time to begin to shore up their educational deficiencies, hoping that such shoring up might reduce the rate of recidivism, which is obviously correlated to the high rate of crime in urban cities.

Mrs. Lebherz, who was and is with the Maryland Correctional Training Center—this is a center for deprived and youthful offenders—had operated a title I program with startlingly good results.

Her program was phased out, not because of the Federal Government but rather because of some decisions made by the State authorities. On the last three pages I have attempted to spell out a statement of findings, and I think that those statements are relatively clear.

I will not take time to deal with those in more specific detail. I would like just a moment or two more before you raise questions to share with you my major concern about tampering with title I.

It seems to me in cities where we have large concentrations of the poor and blacks and other minorities that we are beginning to cut away or diminish most of the supportive programs which are absolutely necessary for the social and psychological survival of such people in our cities. Maybe I have lived too long, maybe I suffer from a kind of paranoia, but as we do this, as we make these cuts, as we play around with supportive programs that are so essential for the wellbeing of people, we are really setting the stage for increased delinquency, increased school dropouts, increased crime, increased welfare, and so forth.

I just have the feeling, the very eerie feeling, that as these cuts are made and as we attempt to tamper with these very vital programs, someone can then take the position and say, "Well, look, you see we have done all of this for 'those people' over *x* number of years and no matter what we do for 'those people' we still have social pathologies associated with certain socioeconomic groups or racial groups."

My argument is that the cuts in programs really become a part of a self-fulfilling prophecy. We set the stage for a continuation of social pathological behavior which we can condemn as a nation, but we don't condemn ourselves for generating the very conditions that create the behavior that we criticize so badly.

Chairman PERKINS. Let me compliment you on an outstanding statement, Mr. Mitchell. I want to ask you a question that I feel is pertinent. I noticed that you quote Mr. Parrott from the Baltimore City Schools as saying that title I funds were too spread out in the beginning and that it only has been recently that funds have been concentrated in order to achieve results.

Mr. Quie's bill, with which I know you are acquainted, would use testing to distribute title I funds. That amendment would greatly expand the number of eligible children in Baltimore and other places.

If Baltimore had trouble concentrating on the poorest of the poor under the present law, do you feel that the school board could resist spreading the money too thinly if there were many more eligible children by using test scores and we only had the same amount of money?

Mr. MITCHELL. Not only do I think the school board would do this, I would hope that it would. There is no point of coming up with a method of including more people as potential users of title I unless you substantially increase the funding of it.

If you want to increase the money commensurate with the spread, that is fine, but it was a decision of our public school administrators that by spreading the relatively small amount of money out over too large a school population you could not produce the results that you expected to achieve.

Chairman PERKINS. If you don't get any more money, you would agree that we ought to concentrate the funds?

Mr. MITCHELL. Very definitely.

Chairman PERKINS. Mr. Quie?

Mr. QUIE. Since the Chairman brought up my bill, I recognize that there probably won't be any additional funds this coming year. There may not be in the year after that. My hope is that we will eventually substantially improve and increase funds for title I and ESEA.

If we just count poor kids that are presently those from AFDC and from families of income of $2,000 or less, I don't find they have much political clout. However, I find that there are middle-income families that have political clout.

If we use testing eventually rather than just counting poor kids, we will then have all income people who have educationally disadvantaged children asking for increases in the funds so their children will benefit no matter what school they attend.

That is my motivation for taking anyone who is educationally disadvantaged. When you look at that one program we talked about for the physically handicapped, undoubtedly all of those children benefiting are not poor.

I would not think you would want to limit that program to just the poor in that school, but rather, since that is the school that would benefit from the program, that everyone is educationally disadvantaged in that school would benefit from the program.

Mr. MITCHELL. I wish I could say yes to that, but following through your idea that funds will probably be held at the same level and we can't anticipate funds for next year——

Mr. QUIE. But I don't propose to go to my program next year either.

Mr. MITCHELL. Could I finish up based on what we have got right now. It would seem to me that you are taking that position because those who need it the most, the poorest of families, are lacking in political clout, and it seems to me if we continue to bend to that, you are really compounding a felony.

Why should we make changes based upon the absence of political clout? Why not make the changes based upon real needs?

Mr. QUIE. Tell me about the real need. Here is a child of a family on welfare who can't read. Here is a child from a family that makes $6,000. Why is one any more in need than the other regarding the ability to read?

Mr. MITCHELL. My answer, of course, is predicated upon limited funds. My God, if we had the money, if we were not so niggardly in our approach in terms of social services programs, I would like to see money made available across the board to every child who had deficiencies in reading skills, perceptual skills and so forth.

But, the reality is a limited amount of money and it seems to me that given that reality, it is more fair to focus in on those who have lesser potential for improving their social and economic status than with the $6,000 family.

Mr. QUIE. You think the $6,000 family has a greater chance of improving their economic and cultural capabilities than the one on welfare?

Mr. MITCHELL. I would assume the difference between $6,000 and $4,000 reflects some variables that suggest a greater chance for improvement.

Mr. QUIE. I have not been able to prove that from any kind of study as yet. But this being your philosophy, do you think Baltimore ought to change their present operation then so that in those target schools they only make the compensatory education available to the poorest of the poor rather than to anyone who is educationally disadvantaged in the target schools?

Mr. MITCHELL. I think Baltimore has been pretty wise in reducing the number of schools eligible for title I and thus providing some spread within the reduced number of schools across socio-economic class barriers.

If the situation worsens any in terms of funding for title I, then I would opt for the concentration on the poorest of the poor.

Mr. QUIE. It is not going to worsen, hopefully. Nobody is asking that we reduce it. The administration has not asked that we reduce the money for title I. Assuming we are going to keep the same amount of money presently in your target school you are providing compensatory education for a family if they have $10,000 or $15,000 if their child goes to that school and is educationally disadvantaged as well as the poor kids who are educationally disadvantaged.

Over in another school, there are poor kids, welfare children, who just happen to go to a nontarget school and they don't get any of that compensatory education.

The question is, if you want to follow helping the poorest of the poor rather than the most educationally disadvantaged, it seems to me you would want them to distribute the money where the poor kids are.

Mr. MITCHELL. First of all, that is not quite an accurate picture of how the funds are administered in the city of Baltimore. Simply because of certain demographic factors and geographic factors, we are able to identify those schools that are in those sites where there is a concentration of the poorest of the poor. That is No. 1.

Now, admittedly, you will find some students in that school whose family incomes may be $6,000, certainly not $10,000, but these factors really help us to identify schools where there are concentrations of the poor. It seems to me also, Mr. Quie, that there have been a number of studies which have significantly correlated family income with academic deficiencies on the part of pupils. So, I don't think we are too far off.

Mr. QUIE. I wish you would name those studies because I have only seen two studies and they indicate about two-thirds of the children from families with income of $2,000 or less are educationally disadvantaged, but when you get up around $6,000 figure, between $6,000 and $8,000, there are still about a third that are educationally disadvantaged.

Mr. MITCHELL. Let me do this for you. I would like to provide for you and the members of the committee with copies of two studies that were done by the Center for Urban Affairs at Morgan State College, both of which attempted to correlate socioeconomic status with educational achievement.

Mr. QUIE. I would appreciate it.

Mr. MITCHELL. I would be delighted to do that. I also remember that some years ago at the University of Chicago, there were a series of studies done by a team, and there were significant correlations between pupil achievement and a socioeconomic status of the family.

As I recall it, these were studies done by Fort Worth and others, and they were called the deprived area studies. These were done more than two decades ago, but I think we can more current data in terms of our studies done at the center for urban affairs.

Mr. QUIE. At least the study by the center for urban affairs would be valid. For your information, the Glass study projected into the total population of children of the 1970 census from various income levels, you find 1,811,000 with severe reading difficulty from families with incomes from 0 to $2,000. Take the income between $2,000 and $3,000, you have 913,000 with severe reading difficulty. Take the income from $3,000 and $4,500, there is 1,523,000 with severe reading difficulties.

You take the income between $4,500 and $5,500 and there is 905,000. Between $5,500 and $6,000 there is 1,004,000. Then you take all of those above $6,500, there is 10,145,000.

So, you total those below the $6,500 level and you have about 6 million kids with severe reading difficulties. Above $6,000, you have about 10 million with severe reading difficulties.

When this legislation was passed, we intended to help educationally disadvantaged no matter where they are because once the money is in the school, it does not make any difference what your income is. There was an assumption that there was a close correlation so there would be an equitable distribution of the money.

But, the appropriations did not come along to take care of those needs and they proved that if you spread it around too thin you are not helping anybody.

So, the proposal was to concentrate it. If you concentrate it in schools where you have 60 or 70 percent poor, you are getting at the real problem there. But a number of the school systems like in recent testimony, Morehead, Ky., and a North Carolina school system, where a school with 19 percent poor is a target school and a school with 17 percent is not a target school.

Now, nobody has looked at the educational disadvantagement of those two schools. Who knows which one has the greatest number of educational disadvantaged? This is what I am driving at. This program was all right for the period of the time that it has been in operation, but we have learned a lot since then.

We know who is educationally disadvantaged. We are using testing methods now in the city of Baltimore and as you indicated there in the testimony that was given to you, they used a lot of money for hardware and they did not show much progress, but that has changed.

Now, we are making substantial progress in the last 2 years, enough to convince me that we are ready to break out with some tremendous help to kids if we get the money to them.

I now find that we have a faulty method of distribution of the funds.

Mr. MITCHELL. Well, if indeed it is a faulty method of distribution, it is based upon that which was available in terms of funds and I think my city made a wise decision in concentrating as it did.

Could I refer to two other things that I did not mention earlier?

Chairman PERKINS. We will let you answer, but let me ask you before you deviate too far, Mr. Mitchell, do you know of any better way to allocate funds to the States, keeping in mind that we are trying to help the poorest of the poor with limited funds, than to allocate the funds to the educationally deprived from the standpoint of the low-income factor?

Is that correlation the strongest that you know of to really zero in on the poor kids? The poorest of the poor and the low-income factor?

Mr. QUIE. Let me see if I understand that question. Are you asking if you count poor kids is that the best correlation to determine who is poor?

Chairman PERKINS. Right. From the standpoint of educationally deprived.

Mr. MITCHELL. Mr. Chairman, my answer would be generally, "Yes," that is the best approach. I know this flies in the face of the study that you cited, but I think as I told you, I could produce other studies which will significantly contradict that particular study.

Again, let me reiterate, if we had the money, if we were willing to spend for children as we are spending in Vietnam and other places, then obviously we should deal with another kind of approach.

But, given limited amount of dollars and given a population that has certain characteristics by means of which you can identify those who are hurting the most, I think this is the best approach.

Chairman PERKINS. Let me thank you very much, Mr. Mitchell. You have been most helpful. Mr. Quie has a question, but first let me say at this point that several of our colleagues, Congressmen Donald Fraser of Minnesota, Fortney H. (Pete) Stark, Jr., of California, and Mario Biaggi of New York, were scheduled to appear here today, but are now unable to make it. Without objection, their statements shall be included in the record at the appropriate place, along with any other Members who wish to submit statements.

Mr. QUIE. Counting poor kids is the best way to find out the number of poor kids that exist, but counting educationally disadvantaged kids would be the best way of finding out who is educationally disadvantaged.

Mr. MITCHELL. Again, you are trying to turn what I say in regard to the significant statistical correlation and that is lower achievers are tied most significantly with income, social economic status.

So my answer to you would be, generally, no. Could I deal with the other two points that I wanted to make very briefly? I was at Hampton Institute last Sunday where man and women from all over the country representing many diverse interests were starting a 3-day conference on this whole business of testing.

We had some of the major steel companies represented. We had the colleges and universities and private testing associations represented. When I spoke, there were about 700 people in the audience. The thrust of that conference is recognizing that the present achievement test or the present intelligence test do not truly measure intelligence and also recognizing that the test being administered in terms of employment for blacks and other minorities are not really job relevant. The conference wanted to focus in on how do we start devising better tests.

I don't know whether this subcommittee has ever considered or has had hearings on the whole business of testing, but I wanted to digress to suggest that this might be a very fruitful area of inquiry because we often find that the testing has built into it certain ethnocentric biases which really don't measure the true intelligence or capability of children.

I merely wanted to make that suggestion for the consideration of the subcommittee or the whole committee.

Mr. QUIE. I think that is well taken. We have not done enough. I don't think we have done a sufficient job on testing at all.

Let me ask you, as far as Maryland is concerned, there is a proposal in both the administration bill and H.R. 69, the Chairman's bill, that every State be held harmless. The administration bill says you won't get less than you got in 1973 and in the Perkins bill it says you won't get less than you did in 1972.

Now, if the committee does nothing, there is an automatic extender that would enable the act to go for another year. The Appropriations Committee members are planning to go ahead with the funding for the automatic extender because they don't think we will get the other bills through the House and Senate with the schoolbusing fight before us.

If that happened, Maryland would be increased from $22,000,300 to $26,483,000. The reason for that is that some of the States have had some dramatic reduction the number of children of $2,000 or less.

In Maryland, you had about 23-percent reduction and that is why you would get the extra amount of money. Do you think the States should be held harmless under the 1960 census or should we go to the 1970 census where that impact would be brought to bear?

Mr. Mitchell. I think in all fairness, you should go for the 1970 census. I argued a few minutes ago to give us more money to really do the job. On the other hand, if there are other factors working which change the social and economic status of a given group of people, then fine, I think we ought to take them into consideration.

I am not sure my Governor would agree with me on this, but I think that is the fair thing to do, but with one caveat. That is to point out the obvious weaknesses of census taking insofar as the lower socioeconomic groups are concerned and so far as the black populations is concerned.

Throughout the years, the census people themselves have admitted to the inaccuracies in census data which relates to blacks concentrated in the lowest economic groups in urban centers.

So, I think that is the one caveat we ought to bear in mind. But generally, I say we should go to the 1970 census.

Mr. Quie. It is because of my recognition of how inaccurate census taking is and the fact we are always using obsolete information as well, that I want to go to testing instead of using the census.

But I want to point out to you, when you say that, that a couple of States would have a pretty dramatic reduction in the funding.

One is Kentucky, and another is Minnesota, the States of ranking members of this committee. Kentucky loses about $13 million and Minnesota loses about $3 million, while you would gain about $4 million in Maryland. Also for your information, there are 30 members of our 38-member committee who have increases in their States and 8 of us have decreases.

Mr. Mitchell. I would have to say to you, Mr. Quie, that I think your committee is going to have to wrestle with that, not me.

But in a more serious vein, I don't take the position that all programs that we have had in operation have failed, nor do I think all programs should go on endlessly.

I think that programs designed to help people, when they have had an impact, or when there is clear definitive information that we have lifted a certain percentage of the population one step or two steps higher in terms of income, then that ought to be taken into consideration vis-a-vis any kind of funding formula.

Mr. Quie. This whole formula situation is a real problem. You have indicated to us who you feel is the most needy—the educationally disadvantaged who are the poorest.

Now, should we protect the school system or should we try and protect the neediest children by your definition, the most educationally disadvantaged who are the most poor?

Mr. MITCHELL. I am hestitating just a little bit because it seems to me that your question assumes that protecting the poorest of the poor who are educationally disadvantaged is some how inimical to the best interest of the school system. I am not at all sure that it is.

Mr. QUIE. Let me explain a little more why I think it could be. Some school systems have either had an increase in the income level of their population or their real poor kids have moved someplace else.

If we hold everybody harmless with no increase in money, that means you would still fund the money where you did based on the 1960 census. That protects school systems.

So, what it will mean is that some school systems will be able to care for a higher percentage of their poor than another school system if we have the hold harmless.

That is why I considered protecting school systems because I look at giving the aid to those who are the neediest. That means even through some school systems are going to lose a drastic amount of money, you can send the money where the most recent information of the 1970 census show the poorest kids actually reside.

Mr. MITCHELL. I would simply have to take the position that the public school system, the educational system, I don't care what system it is, is not the thing to be protected.

Its only purpose is really to serve some people and you deal with any significant changes in the people that the system is designed to serve.

So, my emphasis is not on the protection of the system.

Mr. QUIE. An interesting study that I was looking at is a Fleischman study in New York where the distribution based on poor children in the 1960 census give a lot more to upstate New York while they did a survey of testing where the educationally disadvantaged were, and this would have put substantial greater percentage in New York City in the inner city. Again, that proved to me that the 1960 census was as off base as it possibly could be.

Thank you very much. You are an excellent witness, and I want to compliment you on the tremendous job you did in consolidating all of that testimony of 2 days and presenting a very readable document here.

Mr. MITCHELL. Thank you very much. I made sufficient copies for distribution to the whole Committee of Education and Labor because we need all of the support that we can get.

Thank you very much.

STATEMENT OF HON. DONALD W. RIEGLE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

Mr. QUIE. The next witness is the Honorable Donald W. Riegle.

Mr. RIEGLE. Basically, Mr. Chairman, my purpose for appearing today is to urge support for H.R. 69. I do so after conducting a rather thorough survey of the opinion in my own district—talking to citizens and to educators at all levels to try to assess as best I can the impact of the Elementary and Secondary Education Act on our local community and what would happen if this program were discontinued.

As the committee knows, Dr. William Early, chief executive officer of the Flint School District from 1966 to 1972, appeared before this committee on March 28 and testified at length about the importance of continuation of these programs for our community.

I would like to review some pertinent data that gets to the heart of the jeopardy that we feel we face in our local community if this program is disrupted in any substantial way.

In fiscal year 1973 we received $1.7 million under title I. This money was directed to serve nearly 2,900 students in 26 different target schools. However, it is the feeling of the local and educational people that all of the youngsters in our school system became indirect beneficiaries through the reduction in class size, reading and math specialists, and enrichment of the curriculum.

Also, 84 percent of the title I funds have been used to pay personnel. One particular program that we have developed has been the preschool program, which has included a highly systematic approach to learning skills and concepts. Preschoolers that were tested in 1971–72 showed a marked improvement over the course of a year.

We found that test scores rose from 32 percentile to 73 percentile in pre- and post-testing measured on a national norm. I am going to move ahead and touch on some of the highlights of my statement and submit it for the record.

Performance gains by category where dollars have been spent to try to enrich the educational program can be shown for various types of students. Beyond just the gains that have been made by students, there have been very significant community and family gains.

The 70 teacher aides employed, for example, are not only becoming very useful people in Flint's educational programs but many of them are going back to school to work on college degrees. As one of our title I program specialists said, "The role of the teacher aide gives us a real sense of worth."

Other adult parents of the title I children who formerly were fearful of school matters have become increasingly involved. A parents advisory group has been formed for each school. I can say to you that I received literally hundreds of letters from citizens and parents in the district voicing their concern that these programs may not be able to be continued.

My observations conform to the earlier testimony of Dr. Early that what we have accomplished on a community level has been a situation where trust has for the most part replaced mistrust and cooperation has been established in place of indifference.

In terms of what the forecast would be if title I is set aside or not forthcoming as it has been in the past, the first prediction that we get from teachers and principals in the Flint area is not only that youngsters will suffer serious setbacks in their educational progress but that the socio and economic fabric of the school community will be threatened.

A former school board member in Flint said to me, "I think the result would be devastating and create serious problems of unrest in the city." I found this kind of response from a great number of people that I spoke to—and not only those who are direct dollar recipients of this kind of program.

In view of the critical role of the title I program—in terms of what they are aimed at and what they are accomplishing—it appears in our district that if Federal funds were withdrawn. The programs through which we now have accomplished so much would probably face termination from lack of alternative funds.

We have been a community that has not been laggard in stepping up to the needs to finance locally our educational needs. The citizens of Flint contribute already at the outer limits of their ability to pay.

In the last 10 years our community has never failed to vote a millage increase. There have been six votes over that period of time, and total millage has risen during the past decade from 16.8 to 29.2.

I think that probably ranks right up at the top in terms of national performance by communities and by citizens who have been willing to tax themselves for education. The city is to vote next month to renew the millage rate. At present, the Flint millage rate is three-tenths higher than the State average for comparable cities.

School finance officials say if the city were to ask for additional 2 mills over the 3 they are now planning to ask for in order to cover title I expenses, they feel they could not pass that high millage bill.

As a result we would break our record of having broad public support. The kind of money needed to cover prospective loss of title I funds would be something we could not get citizen support for at this time because the pressure of taxes is just too great.

Over the past 10 years the State's proportion of the local educational revenue has fallen from 52 to 31 percent. The local share has reached 57 percent last year with the Federal share at approximately 8 and miscellaneous revenues of 4 percent.

Compared with other cities of its size, Flint is paying more than the average local percent of total school revenue. The $2 million cost of title I program would really place, I feel, an excessive burden on the local taxpayers, and with no alternative source of funding; it is imperative that the Federal Government funding of this program continue.

In concluding, I would like to make two points. I want to make public today for the first time a resolution of the superintendent of public instruction, Dr. John W. Porter, and 25 top administrators of the Michigan Department of Education.

On April 2, 1973, Dr. Porter and other educators voted by over 90 percent for support of H.R. 69 as amended by H.R. 5163 introduced by yourself. Although I do not fully support this resolution, I would like to propose a study of both the distribution formula suggested by you, Mr. Quie, and the distribution formula used by the Michigan Department of Education in its chapter 3 program for disadvantaged children.

According to one target area principal, the present system of earmarking funds for low-income children stigmatizes those who receive special aid and prevent staff from helping those with learning problems who happen to have higher incomes.

While I feel change in distribution methods would be beneficial, I feel alternative ways should be looked at. I would say in terms of the other point I want to make that title I funded programs in Flint have helped build successful patterns of educational, administrative, and organizational teamwork which are working smoothly in our community and getting better all the time, allowing for flexibility, innovation, and very importantly, local control.

To discontinue this Federal support now in favor of new untried programs requiring untested mechanisms and construction of new working relationships, I think poses a disruption and the possibility of serious damage to the progress that has been made.

I think even more than that, if we interrupt the momentum we have been able to develop, we will contribute to the loss of confidence in Government generally that we are experiencing in America today.

This happens to be one program of the various Federal programs which at least in our community is helping our young people and which is serving in an important way to knit our community together and to help it to help itself.

I think to cast it aside now would deepen cynicism and despair and there would be a real loss that we can measure in human terms. Right now these people in our community from the top of the structure to the bottom almost unanimously support continuation of the present funding program and arrangement rather than some alternative which is not clear.

Mr. Chairman, that is a brief summary of my statement, which I would like to leave for insertion into the record.

[The statement referred to follows:]

STATEMENT OF HON. DONALD W. RIEGLE, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

PURPOSE: TO URGE SUPPORT OF H.R. 69

Mr. Chairman and members of the Committee on Education and Labor, I am very grateful for the opportunity to testify on the extension of the Elementary and Secondary Education Act, H.R. 69. I feel that it is imperative that the programs included under this act be continued with full Federal funding. There is growing evidence of positive educational and community impact. While the programs are far from perfect, and while any educational program is hard to measure, there is no available financial atlernative which would allow Flint area schools to continue the momentum of educational progress and innovation which H.R. 69 has made possible.

SOURCE OF INFORMATION: EDUCATION LEADERS FROM CITY OF FLINT AND STATE OF MICHIGAN

In preparation for this testimony, I have consulted with a wide spectrum of people involved in the Flint, Michigan, Title I programs—the Superintendent of Schools, Title I program supervisor, a target area school principal, members of the teachers' union, members of the Board of Education, legislative specialist of the Michigan State Department of Education, State Legislative leaders—as well as various educational authorities in Washington.

Many of the facts and observations that follow are based on the experience of schools in the Flint metropolitan area. Flint may be described as a typical American, middle-sized industrialized city, with a high proportion of working people and a broad ethnic and racial mix.

I would like to acknowledge to the Committee the testimony of Dr. William Early, Chief Executive Officer of the Flint School District, 1966 to 1972, before this Committee on March 28, 1973. Dr. Early's testimony doucements the programs sponsored by Title I funds in Flint. Rather than repeat this testimony, I would like to offer the following evidence to illustrate both the academic and nonacademic achievements of the program.

PROFILE OF TITLE I PROGRAM IN FLINT

In fiscal year 1973, Flint received $1.7 million under Title I. This money was directed to serve 2,859 children in 26 target schools. All of the 17,897 children in the target schools, however, benefit from Title I programs—the reduced class size, reading and math specialists and enriched curriculum. Eighty-four percent of Title I funds are used to pay the salaries of personnel: six program specialists, six certified teachers, sixty-five aides, and twelve social workers. With the additional staff, the schools can provide individualized instruction and innovative programs.

ACADEMIC RESULTS

One particularly unique program is the pre-school program. Academically, the pre-school program includes a highly systematic approach to learning skills and concepts. The preschoolers tested in 1971–72 showed a marked improvement over the course of the year. Test scores rose from the 32nd percentile to the 73rd percentile in pre- and post-tests, measured on a national norm. In addition, the program provides comprehensive health services—complete physical examinations, immunizations, vision testing, and dental care. Schools can identify and treat health problems which otherwise might impair learning. As Dr. Early testified, "As much knowledge of the child as possible is most important upon entrance to school. This information is now available for children entering kindergarten in Title I schools which was most difficult to acquire from parents due to lack of finances, lack of knowledge, and in some instances, . . . fear of the establishment."

Using standardized reading and math tests, evaluations of Title I children during the school year 1971–72 have shown improved test scores at every grade level. According to a United Teachers of Flint spokesman, the normal growth for children in similar urban school districts is 0.5 month's growth for each month in school—which put another way means that children fall one-half year behind with each year of schooling.

According to the Title I Program Specialist, Flint title I students from second through sixth grades are now progressing at least a month's rate for each month of school as indicated by the state and national standardized tests. Not only is this a substantial improvement over the previous achievement levels, before Title I programs were tested and debugged, but it is also better progress than many similar urban settings.

COMMUNITY AND FAMILY IMPACT

In assessing the success of the Title I program, the wider impact on adults should also be considered. Seventy teacher aides are now employed at hourly wages ranging from $2.66 to $4.11 per hour. This experience has encouraged many of these citizens to go back to schools to work on college degrees. To quote the Title I Program Specialist, the role of teacher aides "gives them a sense of worth."

Other adults—parents of the Title I children—who formerly were fearful of, or indifferent to, school matters have become increasingly involved. Parent advisory groups have been formed for each school. The parents work with the teachers and administrators of the schools to evaluate the progress of the children and to consider changes in the program.

I have received hundreds of letters from these parents voicing their concern that the program continue. My observation's confirm Dr. Early's earlier testimony: "Trust has now replaced mistrust. Cooperation has been established in place of indifference. Participation and interest has replaced non-involvement."

THE ALTERNATIVES TO TITLE I—A BLEAK OUTLOOK

Teachers and principals involved with Title I predict that if Title I funds are disrupted, not only will youngsters suffer serious setbacks in their educational progress, but the social and economic fabric of the larger school community will be threatened. A former Flint school board member said, "The loss would be devastating," and foresaw social and economic ramifications which could create serious problems and unrest in the city. A current Title I school principal confirmed this view, commenting, "I don't know what would happen to the community. . . . (It would be) chaos."

COMMUNITY FINANCIAL STRAIN

Despite the critical role of Title I programs, if Federal funding were withdrawn, the programs might well face termination from lack of alternative funds. Flint citizens contribute already at the outer limits of their abilities to pay. In the last ten years, the community has never failed to vote a millage increase. With five or six votes, total mills have risen during the past decade from 16.8 to 29.2 mills. This is a record of local support for education unsurpassed at the ballot box and in the pocket book—all happening at a time when other communities around the nation have been rejecting millages as often as passing them.

The city is to vote next month to renew the millage rate. At present the Flint millage rate is three mills higher than the state average for comparable cities. School finance officials say that if the city were asked for an additional two mills to cover Title I expense, the chances of passage would be slim.

Over the past ten years the state's proportion of the local educational revenue has fallen from 52% to 31%. The local share reached 57% last year, with the Federal share at 8% and miscellaneous revenues at 4%. Compared with other cities of its size, Flint is paying more than the average local percent of total school revenue. The two-million dollar cost of the Title I program would place an excessive burden on the local tax payers. With no alternatvie sources of funding, it is imperative the Federal government continue funding this program.

STRONG MICHIGAN SUPPORT FOR H.R. 69

In closing, I would like to make public for the first time a resolution of the Superintendent of Public Instruction, Dr. John W. Porter, and twenty-five top administrators of the Michigan Department of Education. On April 2, 1973, Dr. Porter and the other education officials voted by over 90% for support of H.R. 69 as amended by H.R. 5163, introduced by Representative Quie. Although I do not fully support this resolution, I would like to propose a study of both the distribution formula suggested by Mr. Quie and the distribution formula used by Michigan Department of Education in its Chapter III program for disadvantaged children. According to one target area principal, the present system of earmarking funds for "low-income" children stigmatizes those who receive special aid and prevents staff from helping those with equal learning problems whose families happen to have higher incomes. While I feel a change in distribution method would be beneficial, I feel alternatives should be carefully examined before initiated on a national scale.

CONCLUSION

Title I funded programs in Flint have helped to build successful patterns of educational, administrative and organizational teamwork—which are working smoothly and getting better all the time, allowing for flexibility, innovation and local control. To discontinue this Federal support now in favor of some new, untried program requiring untested mechanisms and the construction of new working relationships, could seriously damage the progress being made and more seriously undermine people's sagging faith in government. This is one program which is working, which is helping our young people, and which is helping our local communities to help themselves. To cast it aside now with no really workable alternative in sight, would deepen people's cynicism and despair over our self-government system.

Any alternative, if it is going to work, must have the broad support and involvement of those with the responsibility to make it work in our local schools and communities. Right now, these people—almost unanimously—support the continuation of the present funding and program arrangement rather than any alternative.

Mr. QUIE. You give the impression that someone is about to cast out title I of ESEA. To what do you refer?

Mr. RIEGLE. The concern that the local educators have in my district, Mr. Chairman, is that it is not clear that if we don't renew the program as we had it worked in the past, that there is any guarantee that there is going to be a continuity of funding.

If the ways they have developed in the past—to not only have the funds, but to know how to get them—are suddenly changed, they don't have any confidence that the programs are going to be able to function.

They have no alternative place to go, and a change at this point would make things very difficult.

Mr. Quie. I haven't found anyone up here advocating that we do away with title I, either in the Congress or in the administration. True, the administration puts it in a different form.

Maybe that is what you are talking about, in the so-called Better Schools Act, but they use a different distribution formula. Still, they are talking about the same amount of money going to compensatory education.

Mr. Riegle. It isn't clear to me and it is not clear to my school administrators that No. 1, that there will necessarily be the same amount of money or No. 2, that it is clear that it will make its way through to them with the same degree of focus and flexibility that lets them carry on these kinds of programs.

Mr. Quie. The administration bill has the entitlement and so forth and they have put in their budget the same amount.

Mr. Riegle. But the mechanism is not the same.

Mr. Quie. No, the mechanism is not the same of determining the distribution among the States. That is right.

Mr. Riegle. Well, there is also the question that they are asking and that is, if the existing programs were replaced with this new approach, and they go to the appropriate window that is dispersing dollars and say, "Look, this is what we have been doing, and we want essentially the same amount of money to continue these same programs," first of all it is not clear that there is going to be that window available, and No. 2, it is not clear that there will be sufficient money at that window.

And No. 3, it is not clear if it is, that it will go for these purposes.

What they are saying is what is the potential gain when they have got something that is working today. There is by no means universal satisfaction in my district with all Federal programs.

Clearly there is not. This is one program that has worked and their question to me is, why change it? That is what I am saying to the committee. I see no potential gain now by the changes that are being contemplated, but what I do see is a lot of uncertainty that does not make it clear at all that they, after going through a new system and new procedure, are going to end up with the same amount of dollars to spend in the same way, which is what they would like to have.

Mr. Quie. But you favor changing it as H.R. 69 proposes to change it, is that right?

Mr. Riegle. Yes, in general, although as I say, I am not prepared to argue that is a perfect vehicle either. I have to at that point defer to people whose expertise is greater than mine in terms of all of the ramifications and fine points of these programs.

But in the main, yes, I support that. But that again is very strongly based on the way my community feels and the people in education there feel virtually unanimously. It is not a question of having a 60–40 division. It is more of a question of whether you have 98–2 division in terms of people saying we have been at this a while, we have something that works and we have done it in good faith, it is working, and we have demonstrable results with both youngsters and with the wider community—let us function.

Why put us through a situation where there is a disruption where no one can be certain what will happen?

Mr. Quie. I assume you are not talking about my legislation there because I have a 2-year period so you won't have that disruption.

Mr. Riegle. I am being very careful not to talk about your legislation, Mr. Chairman.

Mr. Quie. It was my concern that we not be disruptive, so I have that 2-year period in which we can conduct tests and see whether that is——

Mr. Riegle. As a matter of fact, Dr. Porter, who is the superintendent of public instruction in Michigan, and his top 25 administrators in Michigan, have supported H.R. 69 with your amendment.

Mr. Quie. Superintendent Early from Flint schools came here and testified in favor of this legislation.

Mr. Riegle. That is right.

Mr. Quie. Do you support chapter 3 of the Michigan law where they use testing to distribute the money?

Mr. Riegle. That is a very complicated subject, and it is one that I have some mixed feelings about. I am doing work about that at the present time, so I am not sure I want to render a judgment that I would want to stick with at this point.

Mr. Quie. Would you like to have the same window available there although using a different funding mechanism, even if it means less money for the State of Michigan?

Mr. Riegle. I would have to say that my ultimate concern would be with really national equity. I suppose there is a possibility that one State rather than another may be out of phase with respect to a kind of broad equity in the country.

If there is an inequity, I think it ought to be ironed out. If that means by State gains or losses, within reason, I think if it were to lose in a substantial way, we would have to work through that transition. But I would favor eliminating inequities if they can be documented even if it would be a loss on our situation.

Mr. Quie. So you might know what Michigan is up against, I will cite you the figure. If we hold the State harmless, which means you stay with the 1960 census, if we don't do anything in changing the law and just continue for another year and go to the 1970 census, that means counting AFDC and those families of $2,000 and less, you go up to $70 million.

If you take H.R. 69, you go down to $51 million. So you have about a $19 million choice here whether you want to leave the present law the way it is or not. And to throw in the administration figure for 1974, it is $60 million which is about the same as the present time and that comes from the fact that it is hold harmless for 1973.

In 1975, it would go down to $51 million which would be the same as in H.R. 69. I think that should be of interest to educators in Michigan.

Mr. Riegle. It is, and I think that has been considered, and I think that has been weighed by Dr. Porter in terms of the decision they made to endorse H.R. 69 with your amendment to it.

Mr. Quie. I don't think he does, because nobody knew at that time how there would be a distribution of funds. They may take another look at it.

Mr. Riegle. Then I amend my statement to the effect that I am certain they will. If we are going to talk about that kind of a swing of anything close to $19 million, some changes will have to be made because I think that is excessive in terms of a transition.

Mr. QUIE. That really is not a swing of $19 million. You either have a chance of going $10 million less or $9 million more.

Mr. RIEGLE. That is what I mean. If that is really what we are talking about in terms of alternative, that is an enormous difference in impact. I would like to see the committee find some way to protect against that, particularly if we are talking about the downside alternative.

Mr. QUIE. A couple of your colleagues on this committee on your side of the aisle have very actively expressed their dissatisfaction with the use of poverty information distribution of money, and also I might point out for your information on the House Education and Labor Committee, if we do nothing but let this law automatically extend, 30 of our 38 members of this committee will have increases of money going to their State.

Eight of us will have decreases in money going to our State. So that makes you wonder politically when you start looking at tables or they may want to look at the question of equity and be willing to forego money.

Mr. RIEGLE. I think if a convincing argument can be made in terms of national equity, that there would have to be some adjustments that can be within reason, and can be absorbed, and I would support that concept.

Mr. QUIE. The way that is protected is to hold harmless and if you hold harmless and don't increase the money that means the distribution is the same as last year based on 1960 census information, and people have moved all over the country.

There is not a child in school that was counted under 1960 census. Income levels have changed. I wonder if anybody could dream up a more inequitable way of distributing money.

Mr. RIEGLE. Did I understand correctly when you said before that if they were allowed to continue, there are eight members of the committee whose States would receive less and four members of Michigan are four of the States? Does that follow or not?

Mr. QUIE. The Michigan people are one of the States that would get more. They are a part of the 30. We have not met in a mark up of the subcommittee, so I do not know how their reaction is going to be, but I throw this out for Michigan to consider.

You can decide what you are going to support. That is all of the questions I have.

Mr. Jennings?

Mr. JENNINGS. We have heard considerable testimony from Michigan on this chapter 3 program, so I think the committee would be interested in hearing your comments. I think we would be particularly interested in trying to find out what the distinctions are between the chapter 3 program and the program proposed by Mr. Quie.

As I understand the chapter 3, program, there are three basic elements. One is that funds are given out on basis of testing which Mr. Quie's approach would use as a title I formula instead of the poverty-based formula.

Second, under the chapter 3 program the school district gets the money and can do whatever it wants with it. Under Mr. Quie's approach they must use it for reading and math.

Thirdly, under the chapter 3 program, the district retains the money if they show an educational achievement gain. Under Mr. Quie's approach, if you show an educational gain and other districts show a decrease, they would lose the money to those districts.

Dr. Porter emphasized the latter two elements and said that it was important to the morale of teachers if they felt they had control over the money, that they could do whatever they wanted to improve educational achievement. So the teachers not only had control, but the school district would be rewarded by keeping its funds. I wonder whether Dr. Porter realizes that the latter two elements would not be there under the Quie bill, that they may not be getting the same results from shifting the title I money to this type of approach that they may be getting, and they do not know yet what they are getting from the chapter 3 program. They don't know yet, because this is the second year of the chapter 3 program.

So, I wonder if they realize it is not exactly the same thing. The common element is giving out money on the basis of testing, but the latter two elements are not included.

Mr. Quie. We should bear in mind, Jack, that in subsequent years when you distribute money to a school district based on testing, if they function in Michigan under chapter 3, then they lose out as well.

Mr. Jennings. But they have not lost out yet.

Mr. Quie. It is the next year under both of these programs.

Mr. Jennings. Dr. Porter has said he will cut school districts off next year, but he did not cut them off this year when they were supposed to be cut off if they did not show results.

We have heard considerable testimony in favor of this approach and all witnesses from Michigan are enthusiastic about it, so we would be interested to know what you feel about it.

Mr. Riegle. I will address myself to the three elements which you have just outlined in your question. First, I am concerned that a testing instrument necessary under the Quie approach be designed that is not culturally biased in any way. To my knowledge, educators are not satisfied that the present testing methods are free from economic, social, and cultural biases. Until such a test is developed and tested, I would prefer the title I formula for distribution of Federal funds on a nationwide basis. Ideally, I would like to provide funds for all children who need special funds for education. However, it seems those children in the low-income strata are the ones that should be targeted—given (1) the limited Federal resources for education, and (2) the greater ability of middle- and upper-income school districts to raise funds through local taxes.

On the second point, I prefer Michigan's chapter 3 program's approach to the Quie alternative. I feel that various approaches to learning should be funded, not just reading and math. A child's interest must be stimulated before he will be receptive and eager to learn. If funding were earmarked only for reading and math, a great many programs that "get kids hooked" on school would be cut out and the program would fail. From my limited personal observations, it seems that kids only learn when they are motivated. An interesting program in science may be a key stimulus for a child to want to learn to read and to understand math. Therefore, I support flexible use of the funds—not just for reading and math.

Finally, I feel that taking money away from schools on the basis of improved scores according to Quie's approach is not sound educationally. From the experience of Head Start, disadvantaged children were shown to need continued educational enrichment. When the program of enrichment was stopped, the children fell behind and the gains of earlier years were lost. Therefore, on this third issue, I again would prefer the chapter III approach—continued funding if the school district shows its students are making educational strides. There may be some problems here in how these gains are measured, but I feel this approach is more in line with the approaches that have worked for disadvantaged children in the past.

Mr. QUIE. When you use testing, you start knowing what you are doing. When you use decennial census information, which is an imperfect method in the first place and when it becomes obsolete, you don't know whether you are accurate or not.

As long as you are in the dark, then everybody can depend on it. But if we found an effective way of determining whether people were poor or not, then think how will it be.

Families on AFDC are counted. They move off AFDC and they are not counted. A family has an income of only $3,000 and suddenly the wife or the mother learns secretarial skills and gets a $9,000 income and she moves off.

Her child might be more educationally disadvantaged because she is there working rather than working at home with the child. All of those factors, if we knew what was going on, would make our ambivalence toward the present program greater.

But, the problem is that we are not counting people that are not even in school anymore.

Mr. RIEGLE. I appreciate your point, Mr. Chairman.

Mr. QUIE. Thank you.

We will include in the record at this point a letter from the Honorable Dante B. Fascell, Member of Congress from the State of Florida, enclosing a fact sheet outlining the services coordinated under the program, and a letter from the chairman of the advisory board for the program.

[The documents referred to follow:]

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., March 12, 1973.

Hon. CARL PERKINS,
Chairman, Education and Labor Committee, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The Dade County School system has, under an ESEA Title III grant, established a School Volunteer Program which has been extremely successful. On a Title III grant of $85,220.00, volunteer services valued at more than $1 million have been organized.

A fact sheet outlining the services coordinated under the program, and a letter from the Chairman of the Advisory Board for the program are enclosed for your information.

The success of this program exemplifies the value of ESEA Title III funding, and I hope will be useful to the Committee as it considers extension of the Elementary and Secondary Education Act.

Thank you for your consideration.

Sincerely,

DANTE B. FASCELL.
Member of Congress.

Enclosures.

School volunteer—program—fact sheet

Title III funds—input: 5 professional staff members	$85, 220
Community involvement—output:	
Instructional support volunteers: 1,384, at $6 per hour, 3 hrs/week for 36 weeks	896, 832
Other volunteers: 832, at $2 per hour, 3 hrs/week for 36 weeks	179, 712
Newspaper advertisement donated by Miami Lakes, Construction Industry Advancement Program, Dade Federal Savings and Loan, and one anonymous donor	1, 800
500 handbooks valued at $1 each from Esso Inter-America, Inc	500
300 training modules valued at $1 each from Eastern Air Lines, Inc	300
Business cards for 4 staff members from Eastern Air Lines, Inc	100
100,000 publicity mailing enclosures from Eastern Air Lines, Inc	250
Printing costs for recruitment brochure from Eastern Air Lines, Inc	1, 000
Awards for volunteers from Russell Aluminum	200
Trip for 4 school volunteer program staff members to attend national School Volunteer Conference in Los Angeles, donated by Associated General Contractors, South Florida Chapter	1, 600
Graphic Services to design promotional brochure and recruitment flyer from Eastern Air Lines, Inc	500
Consultant training services for Listern To Children program donated by professionals belonging to Mental Health Association, 3 professional trainers for 4 days at $100 day	1, 200
Total contributions equated in terms of dollar amount	1, 084, 194

Other contributions for dissemination of information on the School Volunteer Program which are not included in the above estimated total, but which have added immeasurably to the overall program are:

- 1½ hours television time arranged by Miami-Dade Junior College
- 1½ hours radio time: ½ hour from Miami-Dade Junior College and 1 hour from public service time
- 2 months of advertisement on Tuesday, Wednesday and Thursday of each week from the Goodyear Blimp
- Spot advertisement in the Dolphins-Patriots Program
- 2 weeks storefront display in two Burdine's stores

School Volunteer Program,
Dade County Public Schools,
Miami, Fla., January 12, 1973.

Hon. Dante B. Fascell,
House Office Building,
Washington, D.C.

Dear Mr. Fascell: In January, 1971, The School Board of Dade County, Florida, introduced a *School Volunteer Program in the greater Miami* area. A small portion, less than $25,000, was set aside from the Emergency School Assistance Program grant to the school district to employ one full-time coordinator and one secretarial assistant to implement this pilot project. Based upon the positive response which was received from the Miami community (more than 81 volunteres gave 1,048 hours in less than three monhts). The *School Board of Dade County, Florida, applied for and received a Title III grant to develop a model School Volunteer Program* which could be disseminated to other parts of the state and the nation for those school districts wishing to use the services of laymen in their respective school communities. Using the Title III money, the Miami school system has begun to develop, validate and disseminate the information on this creative alternative to educational staffing in the school. *The project began in Miami July 1, 1972, and, since that time, the number of volunteers has grown from 81 volunteers to 2,198 individuals who give a minimum of two hours per week for at least one semester to perform a specific job for which they are trained by the project.*

In addition to the fast growing number of community representatives who have been recruited and trained, a number of other accomplishments have taken place during this period of time:

1. The School Volunteer Program has developed the only training program in the nation which simultaneously trains the principal/administrator, teacher and volunteer.

2. This training program is credited by Miami-Dade Junior College for three elective college credits in education or sociology and serves not only as an elective for the regularly enrolled students, but also as a means by which the teacher who is no longer employed full-time can maintain his certification.

3. The establishment of a structure for a corporate/public school volunteer effort which currently includes Eastern Air Lines Incorporated; Southern Bell Telephone; Gulf Oil Corporation/Latin America; Esso International; South Miami Hospital; Pan American World Airways; Burdines; Jordan Marsh; Associated General Contractors; Dade Federal Savings and Loan Association; Miami Lakes; Goodyear Corporation; Miami Dolphins, Ltd.

4. A lay Advisory Board has been established and is quite active in the operation of this program, providing leadership and guidance from a number of the leading institutions in the community (see listing at bottom of letterhead).

5. This School Volunteer Program has been able to serve as a guide for one possible alternative way of using community resources to other school systems in the nation, *e.g.*, the Des Moines, Iowa Public Schools are field testing the complete Miami training program during the 1972–73 school year, the Miami project has received approximately ten letters per week since the development of the training program from other school districts requesting information and samples of the organizational pattern of this unique model and its training program.

6. Through the efforts of the *School Volunteer Program*, credit is being granted for the first time to junior and senior high school students within the Dade County Public Schools who wish *to exchange elective credit for volunteer service in a near-by elementary school to assist in reading, mathematics and early childhood classes.*

As you can readily see from the foregoing list of accomplishments, the *investment of $85,000 in Title III funds has proved to be an exceptionally successful venture.* If the services and personnel hours which have been committed to the School Volunteer Program were equated in terms of a minimum wage and equivalent service rate, volunteer staff personnel estimate the contributions to be approximately equal of $482,850.

On behalf of the Advisory Board for this program, I would like to enlist *your support to maintain the philosophy and integrity* of Title III as one program which provides for the development, validation and diffusion of alternative educational practices at the district level. Regardless of the outcome of the upcoming revenue sharing legislation, this Board would like to document its support of the outstanding and worthwhile outcomes of the Title III Project with which it has been associated.

The next Advisory Board meeting will be held January 29, 1973, in the third floor Board Room of Washington Federal Savings and Loan Association, 1701 Meridian Avenue, Miami Beach, at 12:00 o'clock noon. We cordially extend to you an invitation to join us for our meeting. The focus of our discussion will center around the position of this program in the face of the forthcoming legislation concerning Title III. In the event that you can accommodate this meeting into your very busy schedule, please contact Dr. Audrey Jackson so that luncheon reservations may be made for you. Should your congressional commitments prohibit you from attending this meeting, I would appreciate hearing from you at your convenience regarding your opinion on this matter.

With kindest regards,

BERNARDO BENES.

Mr. QUIE. We are adjourned until tomorrow at 8:30 a.m. in Miami, Fla.

[Whereupon, at 11:50 a.m., the hearing adjourned to reconvene at 8:30 a.m., Friday, April 6, 1973, in Miami, Fla., and to continue in Washington, D.C., 9:30 a.m. Monday, April 9, 1973.]

[Additional statements submitted for the record by Members of Congress follow:]

TESTIMONY OF HON. DONALD M. FRASER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MINNESOTA

Mr. Chairman, I am happy to be here this morning to lend my support to H.R. 69 which provides a 5 year extension on the Elementary and Secondary Education Act.

I want to take my time today to comment briefly on the use of ESEA funds—more specifically Title I funds—in my district in Minneapolis.

There has been considerable debate recently about the accomplishment of this key federal effort to provide compensatory education for disadvantaged youngsters. The works of Christopher Jencks and others have raised doubts about the validity of the program.

In Minneapolis, at least, Title I dollars are buying educational achievement for thousands of students. The report which I want to leave with the Committee tells about seven Title I programs in operation last year.

Table 1

1. MOBILE LEARNING CENTERS

Eighty percent of the 200 secondary school students enrolled in the Mobile Learning Centers made greater than expected gains in reading comprehension. 64% of these students made greater thn expected gains on a standardized reading vocabulary test.

Mobile Learning Centers are large trailers which house TV-like teaching machines and educational materials developed by Dorsett Educational Systems. The trailers are moved from school to school as needed.

Costs were less per pupil than last year.

2. BRYANT YOUTH EDUCATION SUPPORT CENTER (YES)

The Bryant YES Center was established in 1968 to improve the education of certain Bryant Junior High School students who were socially maladjusted and academically underachieving. A separate facility was rented with the suport of the schools, the community, local industry and Title I. Even though first year academic gains were disappointing, the staff did develop practical procedures for working with these students. Second year academic gains looked good but were discounted because of uncontrolled testing conditions.

In 1971–72, the third year of the project, strong positive gains were shown under controlled testing conditions. Over a 7 month period, the average YES Center student made vocabulary gains of 1.4 years and reading comprehension gains of 1.2 years. Only three students scored below the gains expected of students in the publisher's normative group on the vocabulary test and only four students scored below this level on the comprehension test.

Gains in arithmetic computation also exceeded the progress of the average student in the publisher's normative group. The average gain in arithmetic for the YES Center students over this seven month span was 1.0 years.

3. MATHEMATICS BASIC SKILLS DEVELOPMENT PROJECT

The objectives of this project were to develop and use an instructional system which would enable poorly motivated, low-achieving junior high students to learn basic mathematical concepts and skills. Five hundred eighty-six students, who performed poorly in mathematics from six Title I junior high schools were involved.

Ten instructional units were developed which emphasized basic mathematics skills such as division, multiplication and fractions. An instructional unit was considered to be successful if over 50% of the students who studied it achieved mastery (85% or more correct) on a criterion referenced post test. Mastery was achieved on 8 of the 10 units by 55% to 73% of the students.

4. LINCOLN LEARNING CENTER 1971–1972

The Lincoln Learning Center is a school for junior high age boys who are at least one or more years below grade level in reading, math or both. The typical boy was three or more years below grade level in vocabulary development and reading comprehension. Many of these students also had difficulty adjusting to a typical classroom, or had some emotional or attitudinal difficulty that has retarded their academic progress.

The Center served 50 boys in 1971–72. The typical student exceeded expected gains in vocabulary development and math computation skills as measured by standardized tests.

5. JOB CORPS READING PROGRAM

Students at Phillips Junior High School who had reading deficiencies received specialized instruction from teachers using Job Corp reading materials. The Job Corps Reading Program provides diagnosis of individual students needs; these needs are then met through a program of individualized instruction.

In the 1971–72 school year, 305 students received services from this program. 60% of the tested students made grade equivalent gains in reading comprehension as great as or greater than might be expected for the length of instruction. 43% made average or better gains in vocabulary.

6. INDIVIDUAL PRESCRIBED INSTRUCTION IN MATHEMATICS

For the last three years, Title I students at Hill Elementary School have been engaged in learning math through the Individually Prescribed Instruction (IPI) project. Results from standardized math tests show that these students made achievement gains equal to gains expected by "normal" students and greater gains than would be expected by students who started out below average.

Extensive measures of students' attitudes toward math have also been made. The attitudes of Hall School students toward mathematics than did students in either of the other two schools.

7. BASIC SKILL CENTERS

The North and South Basic Skill Centers provided individual reading instruction for 675 students with severe reading problems. Many of these 3–7 graders were three or more years below grade level in reading.

A multimedia approach with Talking Typewriters, Talking Pages, Language Masters and teacher aide assistance was used. Teachers in classrooms adjacent to the laboratories—in which the equipment was housed—provided instruction which complemented the machine-delivered programs.

First year results from this project were not favorable. New materials had to be developed by Center staff to fill in program gaps not covered by commercially produced materials.

In 1971–72, reading gains, greater than would have been expected from children without reading disabilities, were made by the students who attended these Centers. The Centers operations are now funded locally. Title I funds are used to supply teacher aide assistance.

I know that there are alternative legislative proposals before the Committee which I am not prepared to discuss today. I can say that Title I is working in Minneapolis and our school system wants more of it.

In the Minneapolis School System only the carefully budgeted surpluses at the end of the current school year will permit the same level of service to be provided next year. In the following year a deficit of between $4 and $8 million is forecast. Dr. John Davis, Superintendent of the Minneapolis Public Schools, testified about the uncertainty of the role of the federal government in education which makes planning impossible. ESEA funds for Minneapolis are projected to drop from $6.7 million to $4.2 million with the new budget. 20,938 children are served in Minneapolis by Title I funds at $163.05 per child. The children are economically disadvantaged, from AFDC and low income families, and from foster homes. 11,100 of these children are educationally disadvantaged students enrolled in public and parochial schools.

In addition to Title I programs I would like to report on some other federal programs in the 5th District of Minnesota.

The Southeast Alternatives (SEA) is a 5 year federally funded innovative project aimed at offering choices in education to parents, students and teachers. The project is in its second year. Before it began every parent in the Southeast area was contacted to be certain he had heard about the program and was asked to choose between the alternatives. The Contemporary School stresses the acquisition of basic skills. The Continuous Progress School is ungraded and is based on a carefully sequenced curriculum in basic skills. The Open School is structured to provide children the freedom and responsibility to determine the direction of their education. The Free School is the most experimental option. So successful has the project been that the Minneapolis School Board voted recently to extend the program to the entire system by 1976. More than 600 visitors from abroad, the USA and Minneapolis have viewed the special programs offered in the Southeast Alternatives. An article appeared in the February 26th issue of Newsweek about this innovative program.

Adult Basic Education classes in conjunction with Manpower Service and Work Incentive are serving a variety of people; Vietnam vets, people who dropped out of school before learning to read, the elderly who had to go to work instead of school, mothers with growing children. Many are working for a GED. I have received many letters asking that ABE be continued so they can gain the tools to be more effective and productive.

The 5 year experimental program in drop out prevention is in its 2nd year—funded at $550,000 which will be cut to $378,000 and then terminated.

The children in the core cities need more from a school than does the average child. A recent study entitled, "Profiles of Performance" showed significant differences in test scores of high AFDC schools to low AFDC schools.

TABLE 2

EDUCATION AND AFDC

MINNEAPOLIS PUBLIC SCHOOLS

A review of Profiles of Performance and the 1972–1973 Expenditures by School Buildings shows interesting relationships between the percentage of AFDC students in a school population, test scores, attendance, pupil-total staff ratio and instructional costs per student.

Schools involved in this comparison include:

Elementary—Armatage, Bethune, Burroughs, Fulton, Hall, Harrison, Hay, Kenny, Kenwood, Lake Harriet, Mann, Northrop, Page, Wenonah, and Willard.

Junior High.—Anthony, Bryant, Franklin, Lincoln, Nokomis, Phillips, Ramsey and Southwest.

Senior High.—Central, Henry, North, South, Southwest and Washburn.

Six elementary schools with the greatest AFDC (54%–73%) student population were compared with nine elementary schools with the lowest AFDC population (2%–6%).

Four junior high schools with high AFDC percentage (47%–63%) were compared with four junior high schools with lowest AFDC percentage (5%–11%).

Three senior high schools with the highest percentage of AFDC students (24%–39%) were compared with the three senior high schools with the lowest percentage of AFDC students (3%–9%).

	City	High AFDC	Low AFDC
Students—Elementary	31, 252	3, 361	4,064.
AFDC (percent)	27	63 percent	5 percent.
Percent high school graduates among adults.	58	44 percent (31–54 percent)	78 percent (64–85 percent).
Number of students/total staff		16 equals 62.5/1,000	20.6 equals 48.5/1,000.
1972–73 instructional costs	742. 16	$819.18 ($727.42–$980.15)	$696.70 ($646.67–$767.01).
4th grade school ability:			
Above average (percent)	23	8 percent (2–13 percent)	40 percent (29–48 percent).
Below average (percent)	23	40 percent (28–69 percent)	6 percent (1–10 percent).
6th grade reading comprehension:			
Above average (percent)	23	6.5 percent (3–9 percent)	45 percent (24–64 percent).
Below average (percent)	23	49.6 percent (44–60 percent)	7.2 percent (2–16 percent).
October-December attendance, Oct. 9, 1972 to Dec. 5, 1972 (percent).	94. 52	91.74 percent (3.63 percent)	95.37 percent.
Students—Junior high	13, 479	2,982	3,838.
AFDC (percent)	23	52.3 percent	7.8 percent.
Percent high school graduates among adults.	58	46.9 percent (37–58 percent)	81.31 percent (47–83 percent).
Number of students/total staff		14.8 equals 67.6/1,000	19.2 equals 52.1/1,000.
1972–73 instructional costs		$620.16 ($510.04–$711.56)	$585.03 ($523.56–$680.05).
7th grade ability:			
Above average (percent)	23	8.02 percent (4–13 percent)	36.4 percent (24.48 percent).
Below average (percent)	23	41 percent (38.48 percent)	11.2 percent (8–14 percent).
Attendance, Oct. 9, 1972 to Dec. 15, 1972 (percent).	91. 67	88.40 percent (5.61 percent)	94.01 percent.
Students—Senior high	15, 762	3,989	4,880.
AFDC (percent)	15	32.7 percent (24–39 percent)	5.9 percent (3–9 percent).
Percent high school graduates among adults.	58	47 percent (42–53 percent)	67.2 percent (50–80 percent).
Number of students/total staff		16.4 equals 60.9/1,000	20.4 equals 49.0/1,000.
1972–73 instructional costs		$605.44 ($593.26–$639.41)	$521.22 ($489.32–$572.10).
1970 Senior Act: 18.9 norm (percent)	19. 9	17.6 (17.0–18.1)	20.6 (20.0–21.1).
Percent attending college	46	36.6 percent (32–44 percent)	53.2 percent (37–63 percent).
CLA grade: average all frosh	2. 63	2.33 (2.24–2.38)	2.69 (2.51–2.82).
Attendance, Oct. 9, 1972 to Dec. 15, 1972.		82.17 percent (10.91 percent)	93.08 percent.

We must provide a wide range of programs at our inner city schools; remedial, social worker contact, counselling, nutritional and health service, meeting the needs of American Indians, Blacks and low income students.

The suburbs in my district will need additional money to continue to provide quality education. Independent School District #13 receives federal funds for school library materials and school lunch programs. Independent School District #14, a system of some 5,500 students received federal grants for books and audio-visual material under Title II, equipment under Title III NDEA and improved reading skills of several hundred students under Title I. Under Title III ESEA a pre school screening and intervention program was initiated. During this past year on a voluntary basis 95% of the 4 year olds in the district along with their parents participated in the program. During the period of the program over 1,000 children have been seen. Cursory evaluation shows these children are better able to handle the early elementary grades but because of the termination of the program there will be no follow through.

Education in the Fifth District as in the United States is in a condition of crisis. The federal government now contributes only 7% of the cost of the nation's elementary and secondary education. At the same time the role of the federal government becomes uncertain and confused. I think the federal role should be one of expansion and support of good and innovative programs.

TESTIMONY OF HON. FORTNEY H. (PETE) STARK, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Chairman, members of the Committee, I thank you for allowing me to come before you this morning and voice my concerns for the educational path this country is to follow. And make no mistake, the decision of which path may very well depend on how H.R. 69 is reported out of this Committee. There is a clear and definite choice to be made between H.R. 69 and the Administration's approach. I hope that the choice will be H.R. 69.

You are more than familiar with the choice before you; you have heard from many witnesses urging you to support the extension of the laws covered in H.R. 69.

The principal laws extended by H.R. 69, the Elementary and Secondary Education Act, the Adult Education Act, and the Impact Aid laws are all meritorius and worthwhile approaches to improving education for all members of society. They have a proven track record of bringing a better chance to people who would, without this federal assistance, be denied their right to fully explore and use the educational systems.

A case in point is the Livermore Valley Unified School District, in California.

Livermore is a town of 37,703. Livermore has no major industry to support the School District. Many work at the Lawrence Livermore Radiation Laboratory, a federal installation. Because of the presence of the lab, and because so many students' parents are connected with the lab, the Livermore School District has qualified for aid from the federal government under the Impact Aid Law (P.L. 81–874, Title 3, A and B).

In Fiscal Year 1966, Livermore's entitlement was $707,603. They received $698,403, or 98% of entitlement. This fulfilled the letter and intent of the law in that the support equalled 50% of the cost of educating an affected student. The cost per student for that year was $604.00, and the federal support was $302.00 for every federally connected student.

In Fiscal Year 1972, the support for federally connected students was down to 9%. The federal government funded $94.00 of the total cost per student of $899.00. In that year, the entitlement for Livermore was $1,038,213, but they received only $758,660, or 73% of entitlement.

Livermore was able to adjust to the 73% of entitlement. Although their programs suffered, they continued to give their students a decent education.

But then Fiscal Year 1973 came upon them. Livermore was entitled to $1,064,477. They will receive only $203,596 this year. And of that, $146,000 came only after "hardship" status was established. This represents a difference of $860,878 between what they were entitled to and what they will actually receive. This represents only 1.4% of the school district's total budget. In 1966, the federal support amounted to 12.2%.

And unless H.R. 69 is passed, next year will be even worse for Livermore. There will be no "hardship" money available; there will be no money for 3-B civilians, and Livermore can expect to receive a grand total of $56,700. If only 3-A's and 3-B's military receive support next year, the total loss over the two years will be $1,911,000.

There are two more points pertinent to Livermore. The citizens of Livermore pay school taxes at a level that puts them in the top 3% in the State of California, but their current expenditures per student, principally because of the drastic reduction in federal support, is the third lowest in Alameda County, and one of the lowest in the State. If they only receive $56,700 next year, they will have the lowest expenditure in the county, some $400-$600 below the mean.

As I mentioned, there is no major industry in Livermore. The School District itself is the second largest "industry" in the area—second only to the Lawrence Radiation Laboratory. There simply are no other tax bases from which to draw this money.

Without P.L. 81-874 money next year, the children will suffer. The expenditure per student may well be lower next year than it is this year. The programs of the school district will suffer at least a 5% to 6% reduction across the board.

There will be no funds to hire additional help, even though attendance is expected to increase by 500 students. The classrooms will become more crowded and the quality of instruction will suffer even more.

I'm sure that Livermore is not an isolated example. If H.R. 69 is not passed if the support that the federal government has provided is suddenly and drastically removed, if the school districts are forced to look elsewhere for the support and assistance which have been programmed in their budgets, then our children will suffer.

It will be the children who see their programs and projects cut back. It will be the children who we will have to face and say, I'm sorry, but you will not have the opportunities we used to make available. And it will be the children who ask, why not? And I, for one, will not have a decent or fair answer.

Actually, we don't have to wait for the questions; they are already before us. I would like to place in the record a letter I received from the Principal, Student Body President, a teacher and a concerned parent of Castlemont High School in Oakland. Their plea is both eloquent and tragic. They are in the center of the dilemma that has already struck our schools. I would like to quote briefly from the letter:

"Castlemont High School, located in East Oakland has an enrollment of 2500 students; 92% are Black and the others are Indian, Chicano and White. At Castlemont 51% of the students come from AFDC families and we have a high transiency and truancy rate.

"At the present time there are approximately 550 students that read below the 4th grade level, and a total of 1500 who read below the 8th grade level in the entire school. Despite this fact, we have only two reading teachers and they can work with no more than 150 students who read below the 4th grade level. This year five English teachers volunteered to teach reading to the 150 Tenth grade students who read between the 4th and 8th grade level. We are attempting to see if we can bring them closer to their grade level in order for them to succeed in school. The establishment of this limited program meant that the other teachers had to voluntarily accept a higher class size. The school district does not have the funds to hire additional reading teachers. At present the district faces a deficit of $1,500,000 because of a loss of ADA and Public Law 874 funds. . . .

"It is inconceivable to us that any society would allow this kind of situation to exist. During the last ten years we have spent more than one hundred thirty seven billion in Vietnam, and we will have to spend billions more in years to come to rebuild Vietnam . . . (and yet there) is a surplus of people who want to teach, and the students at Castlemont need a few of those people . . . (and we aren't getting them.)"

We must not ignore their plea. We must not allow our desire for economizing to start with our children's education. If we are to economize, and I believe we must, then let us begin with excessive and unnecessary experditures. Let's cutback the military monster, let's shave the bureaucracy, but for the children's sake, let's not remove their right to a full and complete education.

LIVERMORE UNIFIED SCHOOL DISTRICT BUDGET AND PARTIAL SOURCE OF REVENUE

Year	Total budget	Entitlement	Funded	Loss	Percent of entitlement	Percent of budget	Local taxes	
							Percent	Amount
1966	$5,986,318	707,603	698,403	9,200	98.7	12.2	37.36	$2,236,465
1972	11,999,935	1,038,213	758,660	279,553	73.0	8.5	48.38	5,805,373
1973	14,104,918	1,064,477	203,596	860,878	19.0	6.1	51.32	7,238,584
1974[1]	14,164,744	1,107,000	56,700	1,050,300	5.0	6.8	[2] 42.32	5,994,264

[1] All 1974 figures are estimates based on current figures and trends.

[2] California State law, S. 90 increases State support. It recognized an inflationary factor for fiscal year 1974 of $65. In Livermore, that $65 is approximately the amount they lose from 874, therefore where other districts may enjoy a per student cost increase of 65, Livermore breaks even with current expenditure.

OAKLAND PUBLIC SCHOOLS,
CASTLEMONT HIGH SCHOOL,
Oakland, Calif., February 13, 1978.

HON. PETE STARK,
House of Representatives,
Washington, D.C.

DEAR MR. STARK: Castlemont High School, located in East Oakland has an enrollment of 2500 students. 92% are Black and the others are Indian, Chicano, and White. At Castlemont 51% of the students come from AFDC families and we have a high transiency and truancy rate.

In the present 10th grade class, 287 tested in reading below the 4th grade level, and 290 tested above the 8th grade level. The largest group, 416 tested between the 4th and 8th grade level in reading. Their math scores were comparable.

At the present time there are approximately 550 students that read below the 4th grade level, and a total of 1500 who read below the 8th grade level in the entire school. Despite this fact, we have only two reading teachers and they can work with no more than 150 students who read below the 4th grade level. This year five English teachers volunteered to teach reading to 150 10th grade students who read between the 4th and 8th grade level: We are attempting to see if we can bring them closer to their grade level in order for them to succeed in high school. The establishment of this limited program meant that the other teachers had to voluntarily accept a higher class size. The school district does not have the funds to hire additional reading teachers. At the present time the district faces a deficit of $1,500,000 because of a loss of ADA and Public Law 874 funds.

The median State reading average for 12th grade students is 11.4 and the Oakland Public Schools average is 9.7. At Castlemont the average is 6.1, which is the lowest of the six high schools in Oakland. Needless to say, it is extremely difficult to teach required subjects such as Government, English, Math, and Science when students cannot read the textbook. Their failure to read leads to other serious problems because they cannot function in a regular high school. There is a correlation between those who cut classes and those who cannot read.

It is inconceivable to us that any society would allow this kind of situation to exist. During the last ten years we have spent more than one hundred thirty seven billion in Vietnam, and we will have to spend billions more in years to come to rebuild Vietnam.

The State of California has a surplus of more than eight hundred fifty million dollars. There is a surplus of people who want to teach, and the students at Castlemont need a few of those people. We have heard of a "Right to Read" program, but we are told that it doesn't apply to Castlemont. Do Castlemont students have a right to read? Isn't there some way we can receive help?

We would appreciate knowing whether or not you or anyone that you are aware of could help with this very important problem.

Sincerely,

RICHARD F. ARTHUR,
Principal.
MILTON HADDEN,
Chairman, Citizens Advisory Committee.
JERALD LUZAR,
Chairman, Faculty Council.
ROBIN GILLIS,
Student Body President.

STATEMENT OF HON. MARIO BIAGGI, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Chairman, let me first express my deep appreciation for the opportunity to introduce into these hearings the pressing issue of child abuse prevention. My purpose here today is two-fold. First, I wish to urge favorable consideration of H.R. 5914—the National Child Abuse Prevention Act of 1973—as an amendment to the Elementary and Secondary Education Act. Secondly, I hope to encourage this committee to conduct hearings on the whole issue of child abuse and neglect.

I would point out that I first proposed national legislation in this field over four years ago, in my first term in Congress. The amendment I am supporting today represents a culmination of that effort.

Mr. Chairman, tens of thousands of innocent children in this country are willfully burned, poisoned, sexually assaulted, beaten or killed each year by parents or guardians entrusted with their care. An estimated 700 to 800 die each year as a result of such maltreatment—that is a rate of more than two deaths every day. In fact, more children die each year at the hands of abusing and neglectful parents than from any childhood disease known to man.

New York City serves as an excellent example. The research of Dr. Vincent Fontana, chairman of the city's task force on child abuse and neglect, indicates that at least 150 children perish in New York City each year as a result of parental maltreatment ranging from starvation to suffocation with plastic bags. Over 10,000 cases of abuse were reported in New York last year, and this, of course, represents only the tip of the iceberg. Recent proof of the abuse and murder of 9 year old Donna Ann Stern in Montgomery County further dramatizes the plight of defenseless children.

And what protection does the child have against brutal, senseless abuse? Do we offer him easy access to relief in the courts? Do we conduct programs of widespread public education designed to prevent the relentless spread of this scandalous practice? Do we at least devise an adequate, coordinated system of reporting and treatment procedures aimed at restoring the battered child to physical if not psychological health? If the answer to any of these questions were yes, abuse and neglect might not be the No. 1 killer of children in America today.

Mr. Chairman, there is not one State in the Union which can claim to have established a successful, comprehensive program of casefinding, treatment, training, information referral, and prevention in the child abuse field. And there are several States whose basic reporting laws—requiring doctors, nurses, coroners, and other appropriate pofessionals to report to local authorities any obvious or suspected cases of maltreatment—must be termed pitifully inadequate and virtually unenforced. A further example of the current inadequacy of State programs is the widespread estimate among experts in the field that one out of every two battered children dies after being returned to his parents.

The problem, then, is perfectly clear cut: Annually, countless thousands of defenseless children are being beaten and killed with cruel regularity, while no lobby walks the Halls of Congress in their interest, while no coordinated body of statutes exists on the State level to assure equal protection and while not one mention of the words "child abuse" or "neglect" is to be found in the entire corpus of Federal law.

It is in response to this worsening crisis that I have proposed the National Child Abuse Prevention Act of 1973 as an amendment to the Elementary and Secondary Education Act. This legislation is the product of over 5 months of research and consultation with experts in the field drawn from hospitals and universities in New York, New England, Washington, D.C., Denver, the west coast and Hawaii.

The National Child Abuse Prevention Act amends ESEA by offering to the States $60 million in grants over a period of 3 years. Any State wishing to qualify for a portion of these funds must submit to the Secretary of HEW a comprehensive plan for child abuse treatment and prevention which includes:

Adequate reporting laws—either on the books or pending in the legislature—which meet the standards specified in this bill;

Programs designed to train professionals in the appropriate techniques of child abuse treatment and prevention;

Public education projects which would serve to inform citizens of the high incidence of child abuse and neglect, as well as indicating the procedures for reporting suspected cases of maltreatment to the appropriate social service and law enforcement officials;

The establishment of a central registry to coordinate on a statewide level all information relating to convictions and other court actions within the jurisdiction.

The bill also creates a National Child Abuse Data Bank within HEW. This central agency will receive and evaluate confidential reports from every State in the Nation, with a view toward determining the actual incidence of abuse and neglect throughout the country and those trends in treatment and prevention which could serve as a rational basis for developing program standards and criteria in the future. I would add here that I had the opportunity to testify on S. 1191 before the Senate Subcommittee on Children and Youth, which has recently completed hearings on the critical child abuse situation. I would hope that this Committee might take the initiative on the House side and conduct its own hearings on the child abuse crisis.

Mr. Chairman, inclusion of H.R. 5914 as an amendment to ESEA would represent a most significant step toward coordinating the confusing jumble of ineffective State laws and programs now in existence. The National Child Abuse Prevention Act must be seen as the first dose of a long-term remedy for a vicious disease afflicting far too great a number of our children. Myself, Dr. Vincent Fontana and our other consultants in the field intend, with the introduction of this bill, to begin coordinating a nationwide attack against the root causes of the child abuse scandal. We are convinced that only a comprehensive funding scheme on a national scale will suffice to provide the defenseless youth of this country with the most basic protection against senseless violence and death.

STATEMENT OF HON. FRANK THOMPSON, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. Chairman, I am pleased to have this opportunity to place before the Subcommittee material demonstrating the effect that the so-called Better Schools Act would have upon the Federal assistance to education in my home State of New Jersey and, more specifically, on the Fourth Congressional District which I am privileged to represent. As you know, the education of our children is a subject which has been of consuming interest to me throughout my public life.

I was an early proponent of Federal aid to education and, in fact, was privileged to have been selected by our late President John Kennedy to sponsor and handle in the House of Representatives the first general aid to education bill. We did not succeed in that effort for reasons not particularly pertinent now. But much of the substance of the early bill was subsequently enacted into law in the Elementary and Secondary Act of 1965. As a result of that legislation and other measures enacted in succeeding years, Federal aid to New Jersey school districts aggregated $78,974,119 in fiscal year 1972, the last year for which we have complete figures. I am advised that on the basis of an analysis conducted by our State Department of Education, the provisions of the Better Schools Act, if put into effect, would materially reduce this level of school aid. That Act would eliminate eighteen categorical aid programs and consolidate twelve others. I estimate that New Jersey's school districts would lose $16,076,116 in Federal aid in fiscal 1974 if the Better Schools Act were to become law. Schools in the Fourth Congressional District would stand to lose $1,896,551 if the Better Schools Act were approved. A reduction in Federal assistance of this dimension coming on the heels of a recent State Supreme Court decision which in effect struck down the financial structure upon which our schools are supported, could be ruinous. I do not contend, nor would any reasonable person, that the Federal government should be providing the lion's share of the money to support New Jersey's public schools. But I do submit that the Federal government has a responsibility to see to it that disadvantaged and handicapped children are given sufficient special assistance to assure them equal educational opportunities.

Mr. Chairman, I do not intend now to discuss all of the provisions of H.R. 69 and the other bills pending before the Subcommittee, but I do want to express some thoughts with respect to Title I programs as conducted under the Elementary and Secondary Education Act. I think we all agree that compensatory education for disadvantaged children ought to be continued. However, a major point of dispute centers upon the allocation formula. The Administration proposes that eligibility be based on the Orshansky social security index which defines "poverty" according to (1) family size; (2) children/adult composition of the family; (3) as to whether the family resides in a rural or urban area. The data to which the index is applied will come from the 1970 census. This formula works against my home State of New Jersey in two ways. First, census data is already obsolete and cannot be readily adjusted to compensate for the growing number of poor people in the State. Second, I think we must recognize that the cost of living varies according to geographic location. For example, an urban family of four earning $3,745 a year in the rural south have more purchasing power than a similar family living in Newark or Trenton, New Jersey. H.R. 69 would base eligibility on a low income factor of $4,000 a year or, on receipt of AFDC payments. Under the provisions of P.L. 91–230, the low income factor is $2,000 per family. Quite frankly, from the standpoint of our New Jersey school districts, retention of the $2,000 per family low income factor in combination with AFDC payments provide our school districts with a more equitable share of Title I funds than the formula proposed in H.R. 69. I gather that H.R. 5163, the bill sponsored by the Gentleman from Minnesota, proposes that Title I funds be allocated on the basis of certain test scores that presumably would seek to measure achievement level of the children involved as a measure of determining the amount of compensatory education required to bring them up to a predetermined norm.

I gather there are persons in the educational research community that support the bill. However, I gather there is at present no substantial degree of agreement as to what test methods should be utilized and whether such tests would be applied on a district, state or national level. Until these uncertainties are resolved, I think it the better part of wisdom to continue a formula that would reflect current population data and regional variations in the cost of living.

Mr. Chairman, I would close by urging this Committee to expose the Better Schools Act for the sham it is and to oppose it. I urge the majority of our colleagues to give favorable consideration to the provisions of H.R. 69, a bill that will continue our existing school programs at a level that will not penalize our New Jersey school districts. I submit at this time for the record the following statistics setting forth the provisions of the Better Schools Act as applied to New Jersey and the Fourth Congressional District.

Better Schools Act.—This is the name assigned to Special Education Revenue Sharing. It is a five-category package that totals $2.7 billion. It has subsumed approximately thirty major categorical programs, although it continues funding for only twelve. If the FY budget for *elementary and secondary* education programs is compared to that for FY 72, the last year an appropriation was made, the *total outlay* is reduced by $530 million.

What the ERS budget consists of is this:

	Millions
I. Programs for disadvantaged (title I, ESEA, $1,598, fiscal year 1972)	$1,585.0
II. Programs for handicapped (EHA State grants, $37,500,000, fiscal year 1972)	37.5
III. Vocational education (VEA, pts. A, B, G, H, $457,700,000, fiscal year 1972; VEA, pts. C and D, $18,000,000, fiscal year 1972)	475.0
IV. Impact aid (type A children; SAFA, pt. A, $189,000,000, fiscal year 1972)	232.0
V. Support services (title III, ESEA, $146,000,000, fiscal year 1972; ABE, $51,000,000, fiscal year 1972; School Lunch Act, sec. 4, $244,000,000)	422.0

The programs slated for elimination are:

	Fiscal year 1972 levels (millions)
ESEA, title II (library programs)	90.0
ESEA:	
Title V–A (strengthening departments of education)	33.0
Title V–C	5.0
SAFA, pt. B (impact aid)	330.0
NDEA, title II (equipment and remodeling)	50.0
LSCA:	
Titles I and II (library services and construction)	49.0
Title III	10.0
EPDA:	
B–2 (education professions development)	7.0
Indian, Bilingual and personnel	44.0
Vocational education development	7.0
Media and technology	2.0
New careers	.3
Environmental education	3.0
Nutrition and health	2.0
Total (18 programs)	632.3

Making up for some of this loss, however, are the Emergency School Aid Act ($202 million in FY 74) and modest increases in programs for NIE (notably $14 million for Career Education), Right-to-Read ($10 million), and target programs for the handicapped.

If allocation formulas are not changed under the Revenue Sharing legislation, yet to be introduced, New Jersey would stand to receive *approximately* the same amounts next fiscal year as in FY 72 for these major programs:

	Millions
Title I, ESEA	$52.0
Handicapped	1.1
Vocational education	13.3
Impact aid, pt. A	4.7
Title III, ESEA	4.7
ABE	1.4
Total	77.2

The dissolution of categorical restrictions within the five major ERS sections means, however, that Title III, ESEA, School Lunch, and ABE funding has not been continued only for those particular programs. It means that the $422 million in Support Services may be spent also for any of the program areas eliminated, depending in the discretion of the State administrative authority.

Should ERS be enacted, or the President choose to exercise impoundment under the Continuing Resolution, New Jersey would lose funding for these major programs:

	Millions
Title II, ESEA	$3.0
Title VI, ESEA	.8
SAFA B	3.8
NDEA III	1.3
LSCA I, II, III	2.9
EPDA B 2 and D	.2
Total	17.0

What New Jersey's share of ESA, Career Education, and Right-to-Read Programs will be is uncertain, but it cannot replace funding for the categories listed above.

Another concern is that BSA allocates the funds for Handicapped, Vocational, and Support Services programs by population alone. A state's share is its percentage of the national population aged 5–17. Whether it has developed superior diagnostic techniques that enable it to identify more handicapped children than other states, whether it has an excellent comprehensive vocational-technical program, or whether it has been especially creative in its technical services to local districts, is irrelevant. Also whether it has a disproportionate share of disadvantaged children is irrelevant.

Finally, no protection is granted to two especially excellent and vulnerable programs, Titles III and V, ESEA. New Jersey's Title III Program has just been especially commended by the National Title III Advisory Council: we have twelve validated (proved successful *and* transferrable) projects, twice the number in any other state. Without carefully managed experiments in innovation, all the dollars poured into compensatory education could be spent on programs that do *not* work. Furthermore, without strong leadership at the state level, local districts will find it difficult to combat problems that originate outside their own boundaries—and most do.

ESTIMATE OF CATEGORICAL PROGRAM LOSSES, BY CONGRESSIONAL DISTRICT, IN FISCAL YEAR 1974 BUDGET PROPOSAL (NEW JERSEY) (BASED ON FISCAL YEAR 1972 FIGURES)

CONGRESSIONAL DISTRICT 4

	District	State
LSCA I (services and interlibrary cooperation)	293, 763	1, 461, 654
LSCA II and III (construction)		249, 877
ESEA II (school libraries)	197, 260	3, 070, 204
NDEA III (equipment and remodeling)	90, 994	1, 265, 769
SAFA B	485, 534	8, 844, 763
EPDA B-2 and D		354, 849
ESEA V (AID to departments of education)	289, 000	829, 000
Total	1, 896, 551	16, 076, 116

STATEMENT OF HON. HAROLD T. "BIZZ" JOHNSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Chairman, one of the most pressing issues facing the 93rd Congress is the future of the Federal assistance to elementary and secondary education programs of our Nation. As you know, many education programs will die should the Elementary and Secondary Education Act of 1965 not be extended beyond its expiration date of June 30, 1973. If Federal participation in the all-important effort of providing our children a solid educational foundation is to continue during the 1973–74 school year, affirmative action must be taken by Congress immediately.

Seeking to extend and amend the Elementary and Secondary Education Act of 1965, H.R. 69 is the first step to be considered. Basically, this bill proposes that the provisions of the 1965 Act be extended to June 30, 1978, thus giving the original act an added five years of life. Those programs to be extended under H.R. 69 include the school library assistance; bilingual education; drop-out prevention; programs for supplementary education centers and services in such areas as guidance, counseling and testing; strengthening state and local education agencies; demonstration projects to improve school nutrition and health services; and programs for the improvement of education opportunities for our disadvantaged children. Also to be extended to 1978 is the P.L. 874, impacted areas program which allocates Federal funds to those school districts whose enrollment is affected heavily by children of parents working for the Federal government.

It is my belief that the concept behind P.L. 874 is valid and it certainly deserves to be continued at reasonable funding levels in the future. The proposed changes in the administration of this program will certainly result in the loss of funds for education in many school districts throughout the country. An excellent case in point are the sparsely-populated, rural counties within the Second Congressional Districts of California which I proudly represent. In many of these areas, the Federal government owns 60, 70, 80 percent and more of the land. You can appreciate readily the impact this would have upon local property tax rolls.

In the Second Congressional District, the proposed changes in P.L. 874 would cost our schools nearly 700,000. This represents a 44 percent decrease in funding from this source. In this day and age, Mr. Chairman, when we talk about billions of dollars for this and that, $700,000 may not seem like much, but to the local school district trying to survive on budgets in the thousands, it can make a tremendous difference in the quality of education which our children will receive. While they may not represent the bulk of school financing in the District, there can be no doubt but that the impact of these funds is substantial.

In a time of general financial distress in public education throughout the country, P.L. 874, E.S.E.A. and other Federal assistance to schools are justified by another line of reasoning. The greatest share of costs of the public school system is paid through state and local property taxes upon which other local government costs are borne also. With school costs already driving these taxes to unbearable levels, any action proposing a greater reliance on them would clearly not be in the national interest. Indeed, any decline in the level of Federal funding to the public schools at this time could only make more severe the crisis in school financing that we are presently confronting. Federal aid to education has been meeting a real and legitimate need.

With these thoughts, I would turn to consideration of H.R. 16, the School Finance Act of 1973. In seeking to assist state and local educational agencies to provide high quality elementary and secondary education and to assist the state in equalizing education opportunity, this bill proposes a program of basic grants and supplementary equalization grants. These would help local school districts improve elementary and secondary teachers' salaries and to meet the urgent needs of elementary and secondary education. Though this bill recognizes that the primary responsibility for providing elementary and secondary education rests with the state and local governments, as must be the case, it does not deny that the Federal government has a major obligation to assist in making an education of high quality available to all children. Education, or lack of it, knows no state boundaries. It is a national matter.

Accepting that the Federal government has a responsibility to assist the states in equalizing the resources available within the states to ensure that everyone has the opportunity to obtain an education appropriate to his individual needs, this act establishes a formula to achieve this. It would authorize allocation to the states of $100 for each child aged 5–17. Those school districts wishing to participate in the programs under this act are required to provide an assessment of the educational needs of all the children enrolled in their schools and its plans for meeting those needs as well as an evaluation of the effectiveness in educational achievement of those programs funded in preceding fiscal years under this act.

Education remains a community concern. Never before has this been more evident than in the letters that I have been receiving over the past few weeks from educators throughout the Second Congressional District. To a man they emphasize that the future of Federal participation in the nation's public school system is critical to the continued existence of our schools. It is time that Congress reevaluate the Federal role in financing public education. These letters from educators, people who are working with the children, the parents, and the local agencies are quite revealing. I would like to share some typical comments with members of this Committee.

Presently, the Federal government assumes less than ten percent of the costs of elementary and secondary education. Perhaps we should be concerned in the short term with concentrating this small Federal contribution in a limited number of critical program areas. But it also is essential that for the long term, the call be for the government to play a greater role in providing a high quality education for all. Rapidly rising education costs and increasing reliance on property taxes for education revenue has created great difficulties in financing education adequately through state and local taxes. The Federal government must be instrumental in ensuring equal opportunity for all citizens to take advantage of their full range of educational opportunities. Major changes in the financing of elementary and secondary education must surely be made beginning now if we are to ensure such equality of opportunity and a quality education for all our children.

Thank you.

STATE OF ARKANSAS,
DEPARTMENT OF EDUCATION,
Little Rock, Ark., January 29, 1973.

Hon. HAROLD T. JOHNSON,
Rayburn House of Office Building,
Washington, D.C.

DEAR MR. JOHNSON: I am writing you this letter because of some extreme problems that state education agencies and local school agencies are going to experience unless language provisos are changed. As you very well know state education agencies have been receiving their funds for their migrant programs based upon labor statistics furnished by the Department of Labor. By being funded as such, the migrant program at best only provided adequate programs for a small number of its target population because of our funds being based upon the 161,000 children furnished by the labor department. We know from our vantage point that this is an extremely low figure since we are presently serving 380,000 such children on the Migrant Student Record Transfer System here in Little Rock.

It is my judgment, after my experience in working with the forty-eight participating states in the Migrant Student Record Transfer System, that the migrant program is one of the most successful educational endeavors that has ever been undertaken to help educationally deprived children.

We are asking your support in getting language provisos changed that have been introduced and vetoed by the President; also, the proposed appropriation language that is in the President's budget. As I understand the language that is referred to in H.R. 16654 for Title I, educationally deprived children, the House provides an allowance of $1,597,500,000, the same amount as in the 1972 amount requested in the President's budget but a decrease of $212,500 from the vetoed bill.

The House allowance, the vetoed bill, and the original request all contained a language to ensure that no state would receive less funds for its local educational agencies in 1973 than it received in 1972. Therefore, all funds remaining after meeting this floor proviso should be used to fund the state agencies, outlying areas and parts B and C.

The new amendment of 1972, P.L. 92–318, added a new program of state agency aid neglected and delinquent children in adult correctional institutions and the bill also provided for an increase to the Department of Interior for Indian children. With the addition of these new programs and the increase of 1973 for the Indian program and the neglected and delinquent children, the floor for local educational agencies and the same total level of support will mean for the first time the migrant program and the handicap program will not be funded at their full entitlement as in the past. As you can very well see if this comes to pass state agencies will receive less money for their programs than in 1972.

I further understand that proposed legislation for carrying out Title I, Elementary and Secondary Education Act for educationally deprived children that the President's budget has legislative language that will also be detrimental to the state educational agencies as well. This language is as follows:

"For carrying out to the extent not otherwise provided, Title I ($1,585,185,000) provided that aggregate amount be made available on behalf of the state agencies for the purpose of Section 103 (a) (5), (6), and (7) of Title I–A of the Elementary and Secondary Education Act shall not be more than the amount made available in the fiscal year 1972 for such purposes."

As you can very well see if this language is retained it would be my understanding that state agencies, which are so desperately in need of funds for educationally deprived children, would not be able to provide for these children in a period of inflation because no growth factor would be recognized which would further mean a continuation of diluting funds that are so vital to these children.

The migrant program, nationwide, would be receiving approximately $58,516,723 which would mean approximately $14,000,000 cut for migrant children. I am proposing the following language and solicit your support in helping us protect federal programs that have been designed to help the most disadvantaged of our nation. The language is as follows:

"Provided, that grants to states on behalf of state education agency programs and local educational agencies under said Title I–A for 1973 shall not be less than grants made to such agencies in fiscal year 1972."

I trust that you will see fit to support the above mentioned proviso that is so necessary to protect our programs with our state and all states.

Sincerely,

WINFORD "JOE" MILLER,
Administrator, Migrant Student Record Transfer System.

PLUMAS UNIFIED SCHOOL DISTRICT,
QUINCY ELEMENTARY SCHOOL,
Quincy, Calif., January 8, 1973.

Hon. HAROLD T. "BIZZ" JOHNSON,
Congressman, House Office Building,
Washington, D.C.

DEAR CONGRESSMAN JOHNSON: Thank you for your letter of January 1, 1973, re: Federal assistance to elementary and secondary education in the 2nd Congressional District of California.

I do have strong feelings against categorical aid to education under Title I of the Elementary-Secondary Education Act. In my opinion, the funds could be more realistically utilized in our district if given on a general aid basis.

It is difficult to explain or defend spending $320.00 per pupil extra on some child who meets certain arbitrary guidelines, when another child sitting alongside the eligible child cannot receive extra assistance because he does not meet those guidelines. Sometimes the latter child is more in need of assistance than the former.

I believe we, at the local level, should have the opportunity to make those decisions.

Since we in Plumas County do not participate in the allocation of funds under Public Law 874, I don't believe it would be entirely fair for me to express a strong feeling for or against. However, I do believe some assistance should be granted districts who are called upon to educate children in areas where Federal installations substantially increase the school population.

Federal assistance to the educational program in California is both welcome and justified.

Sincerely yours,

WENDELL GUESS, *Principal.*

SIERRA COLLEGE,
Rocklin, Calif., January 8, 1973.

Hon. HAROLD T. (BIZZ) JOHNSON,
Member of Congress,
House Office Building,
Washington, D.C.

DEAR BIZZ: Thank you for your thoughtfulness in soliciting my views on Federal support of education. At the outset, let me say that I share your concern in these matters and appreciate your support of the educational process: both for K–12 and the community colleges.

With respect to the latter, you may be interested in a comparison of Federal support received by Sierra College during 1971–72 and that estimated for 1972–73. Federal income received from Federal, State and County sources during 1971–72 amounted to nearly $170,000 while estimates for 1972–73 show approximately $146,000; down about 20%.

Under P.L. 874, Sierra received nearly $23,000 in 1971–72, while estimates for the current year are $12,500; down more than 45%. Vocational Education Act (P.L. 88–210) monies for 1971–72 were about $88,500, while the estimate for 1972–73 is $79,100. Only in E.O.P. grant funds does the current year estimate show an increase; i.e. $46,000 as opposed to $41,000, last year.

Although Federal funding does not represent the lion's share of school finance, the impact of these monies is substantial, particularly in the areas of Vocational Education and in the development of innovative programs and services generally. If curricular innovation and augmented Vocational Educational programs are critically important, and I submit they are, more Federal funding, not less, is essential.

I am encouraged that Congress in its wisdom, enacted into law the new Higher Education Act, P.L. 92–318 last session, which as you know will have a significant impact for community colleges under Title X. However, I share your dismay that appropriation measures were vetoed during the same session. It is my understanding that the President's educational priorities are: 1.) Occupational Education; 2.) Post-secondary Innovation; and 3.) Child Development. If so, perhaps he may be persuaded to support some legislative vehicle to achieve these objectives.

You have my support and if there is anything I can do to assist you it will be my pleasure to do so. On behalf of the friends of Sierra College, and education in general, many thanks for your efforts in behalf of our young people.

Sincerely,

RICHARD A. LEE.

RIO LINDA UNION SCHOOL DISTRICT,
BOARD OF TRUSTEES,
Rio Linda, Calif., February 5, 1973.

Hon. HAROLD T. JOHNSON,
House of Representatives,
Washington, D.C.

DEAR MR. JOHNSON: The Board of Trustees of the Rio Linda Union School District respectfully requests and urges that everything possible be done to guarantee funding of Public Law 874 under the guidelines approved by Congress in 1971–72. Loss of these funds will create a major financial crisis for our school district.

The Rio Linda District, based upon the current survey, would be entitled to $735,000. Loss of the funds will seriously cripple the instructional program and the local board would face the unfortunate task of eliminating forty-five teaching positions, which would result in a sharp increase in class size and curtailment of special programs.

McClellan Air Force Base, which is located within the geographical boundaries of this school district, is not on the tax rolls. Therefore the assessed wealth behind each child for this school district is in the bottom one-third for the entire State of California. There is no way under current law to recoup the loss of federal funds. Districts such as ours would face a financial crisis of major proportions.

Very few military families live on the Base at McClellan Field. Most live in residences scattered throughout our school district. Threfore, it is most important that Type B pupils continue to be recognized and reimbursement be provided under Public Law 874.

We appreciate your help in the past and are relying upon you to do everything in your power to see that this valuable program is continued.

Yours truly,

FREDERICK C. JOYCE,
District Superintendent.

HENNESSY SCHOOL,
Grass Valley, Calif., January 30, 1973.

Hon. HAROLD T. JOHNSON,
Member of Congress
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN JOHNSON: Thank you for your concerned and interesting letter about the future of Federal assistance to elementary and secondary education programs in our country. As a E.S.E.A. Title I teacher, I am concerned and interested in the future of the Title I Program. I feel that the Title I Program is a valuable program and should not be abandoned.

The reason I feel this way is because the program reaches and helps those slow learners of average ability who are having problems learning to read and do math. The regular classroom teacher is not able to help these students as much as he would like because of a limited amount of time and class size. As a Title I teacher, I am able to work with these children in small groups and bring them back to grade level. During the past two years 75% of our students have shown one years growth, or more in reading and math for every year they have been in the program. Out of 202 students serviced the past two years, we have been able to bring a large percentage back to grade level.

Without a program such as Title I, failing students of average ability would continue to fail and eventually drop-out of school. In a recent N.E.A. survey we found "Teachers' biggest headaches are too many students of varied intellectual abilities, too many students who are indifferent to school, and just too many students. But teachers also suggest what might ease their pain: more specialized personnel, more teacher aides, and more use of community residents with special talents."

Yes, it is an extermely critical challenge of providing a good education for all. Since there are too many students of varied intellectual abilities in the classroom, the regular classroom teacher cannot possibly meet the challenge of providing a good education for all by himself. This is where the Title I teacher fits in. As a specialized reading teacher, I can close the gap by supplementing the education of the slow learners of average ability and bring them back to grade level. Let's not abandon a worthwhile Federal Program that is really giving many kids a second chance.

Sincerely,

GEORGETTE GRIFFITH,
Title I, Reading Specialist.

Enclosures.

We, the undersigned Title I parents and teachers, feel that the Title I Program is a valuable program and should not be abandoned. We have seen it work with our children.

MRS. MACK,
(And 32 others).
JOHN DEAN ROSS,
(And 29 others).

CALIFORNIA TEACHERS ASSOCIATION, BURLINGAME, CALIF.

(By Elmer Wells, Director of Press Relations)

BURLINGAME, CALIF.—The 150,000-member California Teachers Association (CTA) Tuesday (January 30) announced an all-out contact program with Congressmen to urge them to resist President Nixon's grab for new executive powers through veto of programs approved by the lawmakers.

CTA President L. Gordon Bittle announced a firm stand by California's teachers to "resist President Nixon's proposals to reduce or abolish many programs vital to our local schools."

Bittle said the action was taken Sunday by CTA's 375-member, policy-making State Council of Education at a meeting in San Jose.

"We are asking our congressional delegations to oppose the instrusion of the Executive into the decisions of Congress, which we consider a violation of the spirit and the letter of our Constitutional separation of powers among the three great branches of American government," Bittle said.

FEDERAL LEGISLATION COMMITTEE

Winston W. Nelson, Chairman; Jack L. Rowe, Vice Chairman

RECOMMENDATIONS FOR COUNCIL ACTION

A. That the following resolution be adopted:

Whereas, the teachers of California believe and teach that the separation of powers between the Legislative, Executive and Judicial branches is the fundamental and historical strength of the American system, and

Whereas, the Executive branch is now proposing to arrogate unto itself through its Budget Bureau and other Executive offices the power to set aside enactments after they have been passed by the Congress and signed into law by the President,

Be it resolved, that the California Teachers Association requests the members of the California delegation in Congress to oppose this grab for new executive powers and to take whatever legislative or legal steps are necessary to preserve the traditional separation of powers, and to achieve the intent of the laws enacted through the legislative process.

B. That the following resolution be adopted:

Whereas, the renewal of the authorization for the next five years of the Elementary and Secondary Education Act, P.L. 874 and P.L. 815, is before the 93rd Congress, and

Whereas, great and continuing benefits have come to children in the local school districts in California and across the nation from the teachers, libraries, materials and new resources made available by Federal initiative, and

Whereas, State and local funding of education, already strained to the limit, cannot afford to add these costs to the property and personal state taxes which are already carrying most of the costs of schools,

Therefore, the California Teachers Association requests that the California delegation in Congress now actively support the renewed authorization of the Elementary and Secondary Education Act, including P.L. 874 and 815 and that this Congress also appropriate the funds necessary to effectuate this authorization.

C. That an appropriate expression of appreciation for the outstanding contribution of the late President Lyndon B. Johnson to education and to the teaching profession be prepared and transmitted to his widow and family.

SAN JUAN UNIFIED SCHOOL DISTRICT,
Carmichael, Calif., January 31, 1973.

Hon. HAROLD T. JOHNSON,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN JOHNSON: I understand that the President of the San Juan Board of Education will also be responding to your request for input on certain subjects, so the comments which follow will no doubt repeat many of the things about which he will write.

ESEA, TITLE I

With the expiration of ESEA. I am sure Congress will come up with some brand new kinds of appropriations for meeting the needs of local and state school operations. My personal reaction is that we need categorical type programs with flexibility allowed at the local school level as to how the funds are to be expended. Each school district should be given a certain dollar amount per ADA for vocational and career oriented programs with allowance for flexibility as to how funds are to be spent at the local level. Funds, however, should be earmarked for vocational education and career activities. These funds should be greatly increased at the federal level. Since we are a district, and there are many like us who do not have excess funds at the local level, matching requirements should not be required. I would suggest at least $200 per student be made available for career and vocational education to supplement local school district activities. Capital outlay for vocational facilities should also be included in funding.

PUBLIC LAW 874

Inasmuch as it appears PL 874 is probably not going to be renewed, a phaseout program over a five-year period should be established so that school districts do not feel the impact of a loss of such magnitude if the program is to be immediately eliminated. This would give the school districts time to adjust to the loss of funds. For example, the San Juan District received approximately $1.2 million under PL 874. This was cut to $300,000 this year, which creates a very serious problem.

STUDENTS OF LOWER SOCIO-ECONOMIC LEVELS

The present level of providing about $300 per student for students of lower socio-economic levels at the elementary level allows the school district to do many things for students in this category; however, we do have very serious problems in not having funding at the intermediate and high school levels for these same students. This creates a very serious vacuum at this level when the need is perhaps just as great as it is at the elementary level. I would recommend that special funds be allocated K-12 to be used by the school district at its discretion for the educationally disadvantaged students.

PRESCHOOL EDUCATION

If preschool education becomes mandatory, it will be necessary to provide sufficient funds for the development of such programs. The present financial methods of providing for adequate personnel at the preschool level allows a pupil-teacher ratio that is considerably lower in the preschool program than in the normal kindergarten and primary grade level situations. This creates quite a problem for students who have a pupil-teacher ratio of one to five to suddenly have one adult for every thirty students. I would recommend that Congress give some consideration to providing additional funds on a gradually decreasing basis for the primary grades so that the increase in pupil-teacher ratio is not so noticeable; in other words, a flexible support program in primary and elementary.

FUNDS FOR EXPERIMENTAL PURPOSES

There should be a vast increase in funds to school districts to try out new programs that require additional curriculum development, strategy, planning, increased materials of instruction, and improved teaching methods. Congress could establish a fund to be made available to school districts for experimental purposes. One of the big problems we face in securing these kinds of funds is the limited number of funds available at the present time. Districts spend countless hours developing projects that are creative, worthwhile, and of sufficient educational value to justify increased expenditures, yet they are not funded and the district loses a tremendous amount of manpower time spent in developing these programs. Congress should make available seed money for the development of creative programs. Development and implementation of any new kinds of programs do cost money. In addition, school districts should not be encouraged to spend hours developing a program only to have the federal funding allocated for an unreasonably short period of time, thereby leaving the local district with a program, if it is initially funded, which then becomes an extra budren on the district's limited wealth.

DESEGREGATION

If integration of children as possibly mandated by the courts must be accomplished by cross district busing, with which concept I strongly disagree, then massive funding must be provided which allows for in-service training of staff, curriculum development activities which allow for new methods and techniques, and busing costs, so that districts do not have to use existing funds and water down existing programs in order to provide for these integrative experiences. This is not a cheap, socially conceptualized program. It will be expensive and can cost us in basic programs and be a drain on staff and student alike.

RECREATIONAL ACTIVITIES

One of the greater problems school districts face is their inability to provide instruction in use of leisure time which is becoming increasingly more available to citizens of this country. Pilot programs should be established in school districts whereby new creative ways could be developed for planning of leisure time activities for students. This could involve extra-curricular activities, athletics, camping programs, and the development of other leisure time positive programs. Funding for this should be on an ADA basis and not limited to a few school districts but should be made available to all, and should tie in with funding of other such programs in the local community.

CHILDREN WITH EDUCATIONAL DISABILITIES

One of the problems facing school districts is children with physical and educational handicaps which require small classes, more instructional materials, and increased technological equipment. Funds should be made available by the federal government for districts to implement successful programs for these handicapped children.

CONTINUANCE OF NDEA

Most school districts do not have sufficient funds to provide for technological equipment that can be used in the educational program. The federal government should allow for school districts to improve the audio-visual and multi-media facilities available for the education of their students. This should be available on an ADA basis and should not require matching funds at the district level. Low wealth districts already find it difficult to provide matching funds.

I hope that this expression of viewpoint will be helpful to you.

Sincerely,

ROBERT G. WALTERS,
Vice President, Board of Education.

San Juan Unified School District,
Carmichael, Calif., January 15, 1973.

Hon. Harold T. Johnson,
House of Representatives,
Washington, D.C.

Dear Bizz: Your letter of January 1 seeking my help with the debate on education upcoming was most flattering. I believe it is the first such letter I have received during my year and a half as President of the San Juan Unified School District Board of Education although I have since received a letter from the Governor asking for my opinion. Since you have flattered me, I am taking time to reply and give you some of my points of view. I'm sending copies of this letter to others since our Sacramento area is served by several Congressmen and because other elected officials have a particular interest in our district's operation and may find a point of view of some value. I trust you will not object to the inclusion of others in my reply.

It is a well known fact that federal support of local education has become an important part of our funding process in the last few years. Certainly there has been considerable justification for the local support provided by Public Law 874. In our district we have received in excess of $1 million under this law and each year have been severely hampered in the establishment of our budget when our receipt of these federal funds was continuously in question. It's my personal belief that the concept behind PL 874 is a valid one and deserves to be continued at at least some modest level. However, should the Congress decide that this money is no longer supportable, then at least it would seem reasonable that the Congress phase out these funds over something like a five-year period, so that school districts now receiving aid will have an adjustment period in which to look for compensating sources of funds. Five years would seem to me to be a reasonable period of time for such a phase-out program.

The Elementary and Secondary Education Act has provided badly needed funds in certain areas of local education. However, in some cases it has been so categorical in nature as to mandate disproportionate education to some students while denying aid to others. This has been unfortunate, although we have enjoyed the benefits of the ESEA funds in the over-all. Should the Elementary and Secondary Education Act expire on June 30 without being re-affirmed, it seems to me that the Congress might well consider other programs that are philosophically and practically of national importance, as opposed to programs of education that should be the responsibility of the local district or the state. It seems to me that vocational and career education, including counseling, could well fall into this category. Each school district could be allocated a certain dollar amount per ADA for vocational, career, and counseling oriented programs with allowance for flexibility to how the funds are to be spent at the local level. The funds should, of course, be earmarked for these activities, but the local district should have a maximum amount of self-determination as to detailed expenditures within the broad programs. It seems to me that in these areas we face our biggest challenge in education at the present time and find the greatest need. A suggestion of at least $200 per student for these kinds of activities to supplement local school district programs, including capital outlay, would be a reasonable figure for federal support.

At the present time school districts are allocated $300 per student for students of lower socio-economic levels at the elemetary schools. These monies permit school districts to provide many necessary educational activities for students in this category. Much of the same need exists at the intermediate and high school levels for these same kinds of students, and yet funding is not available for them. I would recommend that the Congress consider special funds being allocated on a K to 12 basis to be used by the local school district at its discretion for the educationally disadvantaged students.

One of the greater problems school districts now face is their inability to provide instruction in the use of leisure time—leisure time which is becoming increasingly more available to citizens of this country. Pilot programs need to be established in school districts whereby new and creative ways can be developed for the planning of leisure time activities, particularly for our senior citizens. This, it seems to me, is rapidly becoming a national problem, particularly as it may tie in with federal concern for pension plans and early retirement. When I was in Washington, D.C., a couple of years ago, a representative of the U.S. Office of Education described what was to be a new approach to experimental education. As I recall, he explained that they were going to make available seed money for the developing of creative programs in education to improve teaching methods, update teaching materials of instruction and facilities, and to develop appropriate evaluation. These programs, as they were described, I believe, were to be coordinated in such a way that there was not to be excessive duplication or redundance, but rather districts would be selected for their ability to experiment with particular facets of education and the U.S. Office of Education, through its regional offices, would act as control and information dissemination centers. At the time I was quite turned on with this philosophical approach to the improvement of education through federal support and without wasteful duplication. It seems to me that I have not seen this in action and if it be so, would recommend to you that Congress take a hard, searching look to see if such a program cannot and should not be implemented.

In conclusion, Congressman, I strongly support either the concept of federal revenue-sharing of education funds with the states accepting responsibility for implementation, or for the direct participation by the federal government in the support of local school district problems bearing on national issues, national concerns, or national problems. Thank you again for your letter, and for asking my views. If I can be of further assistance to you in expressing a point of view or in discussing such programs I am, as always, at your service.

Sincerely yours,

William G. MacMaster,
President, Board of Education.

Tulelake Joint Elementary School District,
Tulelake, Calif., January 23, 1973.

Hon. Harold T. Johnson,
House Office Building,
Washington, D.C.

Dear Congressman Johnson: I want to thank you for your Janaury 1 letter which expressed your concern for the school children of our Nation. You've always demonstrated your loyalty to our schools by giving support for the continuance of effective Federal Programs that have resulted in great improvements in our schools. Now when local boards of education, State Governments, and the Federal Government are all looking for ways to trim their budgets, educational cut backs are looked to as possible budget solutions. Taxpayers argue that taxes are out of control. Yet, in reality, taxes for school support have not increased in proportion to increased income. Income has better than tripled when taxes for school support have lagged far behind. For example, in the Tulelake Basin the local support for schools went from $1.42 in 1962 to $2.88 in 1973 for the general purpose tax. If it were not for Federal Programs such as Aid for Impacted Areas (Public Law 874), ESEA and NDEA grants, Forest Reserve Funds, and the National School Lunch Program, our local schools would have been in serious trouble a long time ago. In fact Federal support to the schools of the Tulelake Basin amounts to approximately 25% of total income, whereas nation wide Federal support is around 7%.

We need your help more now than ever before. As a principal who has worked in the Tulelake Basin for almost 18 years, I see some dangerous trends appearing on the horizon. There is talk of forced retirement, class loads are becoming larger, salary increases are not keeping pace with industry. In fact, the salary increases in industry approximate 7% whereas school boards look at a 5.5% increase as being maximum rather than average.

I'm troubled because many of the gains that have been made in our schools, and in all schools throughout the country since Russia put up the Sputnik, are slowly being eroded away. If one just would look at the number of teacher strikes that are occurring throughout the country, and the real reason behind these strikes, one would find that my feelings are shared with other teachers and administrators. Therefore, I encourage you to continue your active support for Federal assistance as it now exists in the form of NDEA and ESEA Programs, your continued support of the National School Lunch Program, and I encourage you to do whatever you can to increase, not reduce, the Federal Government's share of the costs of public schools from the current 7% to one-third. The State and the Local Governments are refusing, or are reluctant, to support the schools of the Nation, and I strongly feel that the Federal Government must do what it can to guarantee a good quality school program for every student.

Sincerely yours,

Arnold Torrigino, *Principal.*

STATEMENT OF HON. BILL ALEXANDER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ARKANSAS

Mr. Chairman and members of the Subcommittee, thank you for giving me this opportunity to comment on the proposal to extend the programs authorized under the Elementary and Secondary Education Act. These programs have played a major role in efforts in Arkansas and across the Nation to upgrade the quality of education available to all students. I certainly recognize that any federal government program, whether in education or another field, should be subject to review and, where appropriate, to revision in order to meet the objectives the Congress sets.

But, at this time, I am not convinced that the answer to the problems facing education is educational revenue sharing. Communications which I have had from educators in the First Congressional District at the state level persuade me that they share this view.

Educational revenue sharing, as it is presently proposed, would mean severe losses to the school systems in Arkansas. According to the U.S. Office of Education's own figures, the first year loss to Arkansas would be $3,408,000. By Fiscal Year 1975, this would increase to $5,510,000. Under ERS, only 16 states across the Nation would receive a greater share of funds available for education in Fiscal Year 1974. This means that the school systems of 34 states would get less in Fiscal Year 1974 under Educational Revenue Sharing than they got in FY '73.

According to the Office of Education, ERS would put only $43,000 more into education nationally in FY '74 than the present programs slated for inclusion in the revenue sharing would in FY '73. In view of the losses which would be experienced by school systems in nearly two-thirds of the states, that swap is hardly a wise or attractive one.

There are three programs to which I would particularly like to address my comments. These are educational aid for the disadvantaged, for schools in federally impacted areas and for vocational-technical programs in elementary and secondary schools.

The programs for disadvantaged children were primarily designed to help provide a leg-up for youngsters from families whose incomes were poverty level or lower. According to the 1970 census there were 64,910 families with related children 18 years or younger living in Arkansas. Of these, 38,469 lived in rural Arkansas, the area least able to absorb the costs of these special programs. And, again according to the figures of the Office of Education, by 1975 Arkansas could expect to get $1,808,000 less for these programs under educational revenue sharing that it would if present programs continued operating as they are in FY '73.

People are Arkansas' greatest resource and the greatest resource of the Nation. Educational programs for the disadvantaged were intended by the Congress to assure that all persons received equality education and to insure that these persons would have a solid start in their efforts to be contributing members of our society. I believe it would be unconscionable to reduce the opportunities for the disadvantaged to participate fully in society by slashing the funds available through these federal programs.

Aid to schools in federally impacted areas is of continuing concern to me. As you are aware, these school districts are not allowed to tax Federal installations whose location contributes in varying degrees—many times heavily—to their pupil populations. It is axiomatic that someone must pay for public service programs such as education. At this point, there are only two sources of revenue available to pay the cost of increased student loads resulting from the location of federal facilities involved in the impacted area aid programs. These are the local property taxpayers whose burdens are already at the point of unbearable. The other, the one which we have used successfully, is the national treasury.

Let me give you an idea of the kind of tax levy millage increase which would be involved in the 69 school districts in Arkansas affected by these programs. This study from which this data comes was made in 1971, and the figures could be expected to be slightly higher now. Six would have to increase their tax levy millage by less than one percent.

Fifty would have to make an increase of from one to five mills, in their levy. Seven would have to increase it by 5.5 to 10 mills. Two would have to raise their levy by 12.5 mills, one by 11 mills, and one by 13 mills. Of the two hit hardest, one would need an increase in its levy of 24.4 mills and the other's would be an astronomical 391.1 mills.

This last one is Gosnell School District in the First Congressional District. It is approximately 80 percent federally connected. Its local tax is already 50 mills which nets approximately $60,000. The state Minimum Foundation Program Aid provides another $500,000. The impact aid program shadows both at $600,000.

School districts in the federally impacted areas have a legal responsibility to provide educational opportunities to students whose parents are employed in the federal facilities located in their areas. The resources of most all school systems are already strained. Failure to assure them of a continuation of this funding resource could very well have a budget-breaking effect and would certainly severely hamper their educational programs.

Now, let me turn to vocational-technical education in the elementary and secondary school systems. There are some well established facts involving these programs. Not all students should continue, want to continue, or, are able to continue their education through college. Many who are in these categories, unable to see that the academic education they are getting is preparing them with marketable skills, tend to fall away from the school system—to become drop-outs.

But, with early exposure to the alternative of acquiring a technical or vocational skill which they can sell in the labor market, they can be encouraged to stay in the educational system through high school. And, the skills which can be taught these young people through secondary, vocational education programs, are greatly needed by light and heavy industry and businesses of all kinds, including those that are service-oriented.

A society which is composed only of persons with college or university education can not be a healthy one. There is a critical need for a mixture of educations—a mixture which can only be developed through viable vocational and technical education programs as well as those of colleges and universities.

Because of the facts which I have mentioned in this statement, I strongly support the continuation of the programs operating under the Elementary and Secondary Education Act—at least until we have the knowledge and technology for improving through other means the delivery of educational services.

Thank you for giving me this opportunity to comment on this matter.

STATEMENT OF HON. MIKE MCCORMACK, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON

Mr. Chairman and distinguished Members of the Committee: it is a great honor and privilege for me to have this opportunity to present testimony in support of H.R. 69, to extend and amend the Elementary and Secondary Education Act of 1965 and related programs.

As this Committee well knows, enactment of this legislation was one of the landmark achievements of the 1960s. After years of hard-fought effort, a national commitment to educational excellence became law. Federal assistance, through compensatory education programs, was designed to eliminate the educational deficits of young children whose achievement potential would otherwise be stymied by background and educational disadvantages. The components of the educational system—from school libraries to state educational agencies—were to be reformed and revitalized.

The route to achievement of these goals was fought with overwhelming obstacles. Research and writing on the subject of compensatory education was almost non-existent. Determination to measure educational achievement was an entirely new concept in federal legislation.

Elimination of all remnants of educational neglect would require funding at a far higher level than available resources permit. It would require concomitant vision and financial support to eradicate contributing factors across the entire spectrum of social neglect—from poor nutrition and inadequate health care to deprived neighborhoods and insufficient employment opportunities for parents.

It is within this context that the continuing value of this legislation must be judged. Our most idealistic dreams have not and could not conceivably have been met. Nevertheless, the inherent value of the envisioned goals remain. If we have not yet determined exactly how children learn or what makes a program cost-effective, we have, at the very least, identical long-range goals, begun programs to reduce educational inequality, and examined alternative means to these goals.

Yet not only is the progress made to date being questioned, but, more tragically, the very goals themselves are now being challenged. Rather than increasing federal support for education, we are witnessing a decrease in the federal government's share of elementary and secondary school revenues. The estimated federal expenditure for the 1972–3 school year is a minimal 7.8% of total elementary and secondary school budget—a full percentage point below our support level of five years ago. By failing to significantly increase the federal financial share of the cost of elementary and secondary education, we have mortgaged not only the quality of our schools but the very future of our nation.

By allowing our local school systems to continue their dependence on local property taxes and special education levies, we have pitted the progress of our students, the dreams of their parents, and the hopes of their teachers against the everyday financial necessities of the small businessman, the farmer, and the retired worker in a false, unfair, and untrue division of interest.

Unfortunately, a determination to build on the successes of this program appears to be lacking among those charged with educational planning within this Administration. Because the Federal Government has not solved every educational problem, the Administration has, in effect, suggested that we get out of the business of trying. Gone is the desire to strengthen state departments of education, prevent neglect of the school libraries, and build community colleges. Proposed instead, is the elimination of federal funding to fulfill these goals.

Federal responsibility for migrant and handicapped children and federal assistance for education innovation and research—to name a few of the numerous threatened programs—would be relinquished to the chance of support by state and local government.

It is not my objective to discredit the obvious capabilities of state and local institutions and personnel. Nor is it my intention to pretend that reform of existing programs is unnecessary. However, our goal must be to reform, not retreat; to increase cooperation and communication between all levels of government and education, rather than drop out of the effort and require that others shoulder the burden by themselves.

Every Member of Congress is painfully aware of the distress of their school districts and programs in the face of uncertainty over federal action and funding. Future planning, which is crucial, has been made impossible. The combination of administrative cutbacks, impoundments and delays with the unsolved division between Congressional and Executive goals has made a rational educational system impossible.

Certainly we have a responsibility to seriously consider the Administration's reform proposals. We have an equal, if not more important, charge to use our own knowledge and experience to determine how federal participation can be improved. However, change must be made in the context of rational program continuity. Consequently, it is vital that we act to extend these programs in order that the required review and reform can be considered in a constructive atmosphere.

I am well aware of this Committee's support for continuing the progress made under the Elementary and Secondary Education Act, particularly under Title I for compensatory education. Consequently, I will limit my remarks on Title I to a brief description of one of my school districts that heavily depends on Title I.

The Community of Yakima, Washington has a high concentration of Indian, Migrant, and Spanish-speaking students. During the past few years, with the assistance of federal funding in the Yakima Public Schools, the programs and efforts designed to provide special assistance to students from disadvantaged and poverty backgrounds have produced significant accomplishments. Not only have the benefits directly affected the students and the schools themselves, but a noticeable change in the attitude of the community toward the schools has resulted as well, according to the business manager of the schools. Yet compensatory education funding would be cut approximately 50% were education revenue sharing to replace existing categorical programs.

ESEA Title II—Social Library Resources, Testbooks and other Instructional Material: As this Committee is well aware, approximately 94% of our nation's students participated in this program and over 10,000 new public school libraries were set up during the first five years of the existence of Title II. The program's accomplishments have been termed "outstanding" by the Division of State Agency Cooperation of the Bureau of Elementary and Secondary Education of the U.S. Office of Education.

In the State of Washington, during the school year 1972–1973 alone, 268 school districts and over 170,000 elementary and secondary students directly benefited from Title II. Specifically, this funding provided materials in all of the major subject areas, support material for both the Right to Read programs and individualized instruction programs, and support for a Small Schools Sharing project in 26 local district and the Intermediate School District Cooperatives. Federal funding directly affected target populations desperately in need of educational encouragement—from those in alcoholic and drug rehabilitation centers, jails, and juvenile detention centers to those living in migrant camps, shut-ins with temporary or long-term disabilities, the visually handicapped and Indians, both on and off reservations. In many if not most of these cases, the "right to read" and secure reading material would effectively be denied these populations in the absence of federal assistance. We must not jeopardize the essential role which libraries play in meeting the educational, informational, and recreational needs of people by denying vital and productive federal support.

ESEA Title III—Supplementary Educational Centers and Services and Guidance and Counselling: This title was designed to stimulate the adoption of new educational programs to provide a diverse range of educational experiences to persons of varying talents and needs—ranging from remedial instruction and adult education to specialized instruction and equipment for advanced work and handicapped education.

One of my constituents, whose son participates in one of the Title III Talented Children programs has described the effects of this program so poignantly that I would like to share her words with you. Her son is a second grader. "He used to be so withdrawn, nervous, and underweight, and inclined to just sit in the house. After he was in this program for six months, he started gaining weight, his nervousness left because he was expressing himself in painting, drawing, and sculpture. He began developing a pleasing personality, and at home he was always thinking of something to do and would also get out and play with other children."

Title V, to strengthen State Departments of Education, too, has been highly significant to the State of Washington. It has allowed the creation of 30 full-time positions which have worked to support basic services such as research and development, financial management, personnel, information systems, teacher education school construction and communication services. Consultive services throughout the State have been extended.

P.L. 81–874: I would like to conclude my statement with a brief description of the impossible difficulties faced by school districts, which depend on 876 funding under normal circumstances, in view of the controversy between the Executive and the Congress over execution and funding of this program.

Aid to federally-impacted areas is based on a logic and sense of fairness which cannot be questioned in the context of general reliance on property taxes at the state and local level for the funding of elementary and secondary education. When parents *live and work* on federal property, it is obvious that they do not contribute to a property tax paying business nor do they pay personal property taxes or rents to property taxpayers. When such parents *either live or work* on federal property, the school district does not receive approximately half of the property tax payments it would otherwise expect. Because federal action thus denies school districts such support, it is incumbent upon the federal government to reimburse local districts for funding federal activities deny them.

In my own district, the existence of the Grand Coulee Dam activities, the Yakima Firing Center and the facilities at the Hanford Atomic Energy Commission Reservation means that the school districts in these areas rely heavily on 874 support.

In the Richland School District, the Hanford Atomic Energy Commission Reservation occupies approximately 72% of the land which means taxpayers own only 28% of the real estate. If the Federal government paid 100% of the P.L. 874 impact and formula, the Richland School District would receive $750,000.

In the case of the Grand Coulee Dam Schools, over 70% of the students are federally connected due to the large number of federal employees in the district and the number of adjacent Colville Indian Reservation children also educated in the district. As a result, over 12% of the operating budget of the school district should eminate from P.L. 874 according to law.

Yet neither district could ascertain the amount of assistance they would receive until the second week in April, when the school year was nearly ¾ completed and options for refinancing long since eliminated. Clearly this is an unacceptable and unworkable situation.

Congressional intent as to proportional funding under this act has long been clear. I, of course, am pleased that the Administration has finally decided to follow the proportional spending mandate of the law. Nevertheless, by impound-

ing a significant proportion of the Congressionally approved funding, the Administration has limited school district receipts to approximately 54% of the support level Congress approved. Admittedly, this is an improvement, but not a sufficient one. We can, and must, do better in the future—for the future of education and our nation which so heavily relies on education.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., April 4, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: I would like to go on record as firmly in support of H.R. 69, a bill to extend the Elementary and Secondary Education Act, the Adult Education Act, the Impact Aid Law, and other related laws for five years. The evidence I am enclosing more than adequately substantiates my claim of the effectiveness in the State of Maine of programs administered under these Acts.

Title III of the Elementary and Secondary Education Act in Maine has proven to be an effective stimulus to educational improvement. Under this Title, federal funds have allowed local educators in Maine to develop creative and innovative projects in their schools. In the Sacopee Valley School District in Kezar Falls, Maine, federal support gave local educators the opportunity to develop a program of health services to the schools called "Operation Bright Peaks." Three School Administrative Districts in Southern Maine, comprising nineteen towns, were able to cooperate in this joint venture of shared services of a mental health counselling center, nurses, speech therapist, and dental care. The program was successful in the provision of direct services to the school and community, reeducation of community thinking about mental health, and cooperation among independent school districts.

In Waterville, Maine, Title III funds were used to provide a well-equipped and stocked, adequately staffed library-media center, to demonstrate what this could do to improve the quality of the learning opportunities for students. The project was an unqualified success. The Waterville School Board provided space for this center, and with the help of federal funds the area was carpeted, partitioned, and equipped with a wide variety of furniture, an extensive collection of audio-visual equipment and materials, and a rich library of books and other prints were acquired.

School Administrative District Three, in Waldo County, Maine, is a rural region with a minimal tax base. Great strides have been made towards the better education of the children in this School District with the reading assistants and the special class made possible by Title I funds; with the library and audio-visual acquisitions obtained through Title II; and with the Title III grant through which teachers throughout the district have been developing materials and techiques for individualized instruction—a need in any educational system, but especially valuable in an area like Maine School Administrative District Three, which draws students from a wide variety of backgrounds, abilities, and low economic situations.

In one small town in my State, in a school with 457 pupils and 20 teachers, monies from Title II of the Elementary and Secondary Education Act have provided the school library with about 50 per cent of their total collection of books. This library experience is the only exposure that many of the school children involved have had to personally choose reading materials for learning and pleasure.

I mention only these examples to illustrate my point that funds from the elementary and Secondary Education Act have had a most beneficial effect on my State. To cite examples from the other Acts would only prolong the long list of assets that have accrued to Maine from these programs. I think you will find a clear implication that federal assistance programs have proven their value, and I would respectfully urge your every favorable consideration to their maintenance by extending the Elementary and Secondary Education Act, and the other Acts as provided for in H.R. 69, now before your committee for discussion.

With best wishes,

Sincerely yours,

PETER N. KYROS,
Member of Congress.

Statement of Hon. Patricia Schroeder, a Representative in Congress From the State of Colorado

Mr. Chairman, Members of the General Subcommittee on Education, I appreciate the opportunity you have given me to present the problems that will face the people of Denver, if the Administration's so-called "Better Schools Act" is approved by the Congress.

I do not claim the expertise that has characterized many of the witnesses who have appeared before you. I am not an educator. But I am a parent of school-aged children, and a taxpayer in the City of Denver and the State of Colorado. In both of these capacities, I think H.R. 69, the bill proposed by your distinguished Chairman, should be enacted in preference to the inadequate substitute offered by the Administration.

Let me be specific. In 1972, Denver's schools received $3,228,504 under Title I of ESEA to assist the city's 10,520 educationally disadvantaged children. The Administration proposes to repeal Title I.

For library services, under Title II, Denver's public libraries received $80,000 as their share of the money allocated to the state library system. The State of Colorado received $130,515 for books and instructional materials for its school libraries, and $51,000 for library services for the blind. Most of the latter is spent in the City of Denver. The Administration proposes to repeal Title II.

Under Title III, the State of Colorado received $1,394,561 for innovative educational programs. Denver received $42,709 of that. Most of this money was spent on a program for bicultural pre-schoolers. The rest went to Denver Manual High School for a community communications program in which the students tried their hands at film-making ($1,000); a program for beautifying the grounds of a school in the trucking area of the city (by the students) ($490); and other small programs. It may seem that these are the "frills" and wasted money that the Administration loves to talk about. But how are we to keep our children from dropping-out as soon as they can, if our schools are drab and unimaginative?

Under the impact aid program—another program which the Administration proposes to repeal—the people of Denver received $1,551,802 in 1972, including funds for both "A" and "B" students.

This figure, Denver has been advised, will be almost cut in half for FY 1973, in spite of Congressional efforts to the contrary. As a foretaste of what the Administration's policies really mean, Denver lost almost $800,000 in impact aid in 1973, and it would lose most of the rest of it under revenue-sharing.

There is no very useful way of knowing just what Denver would receive in the operation of the Administration's plan. But we can make one prediction with confidence.

The people of Denver, the taxpayers of Denver, the children of Denver would get less! We would have fewer books in our libraries—both school and public. Our blind would have few, if any—talking books and braille books. We would have none of the imaginative programs I mentioned earlier to meet the special needs of Denver's bi-cultural and poor children.

Let us look at impact aid, for example. Denver has large numbers of students in the "B" categories, but a minimal number of students actually residing on Federal property. Under the President's proposals we stand to lose not only the $758,802 that has already been taken away from our 1973 allocation, but most of the $793,000 that was left. In order to replace this money, a one mill increase would be necessary.

I said at one point in these remarks that there was only one thing that could be reliably predicted about the impact of the Administration's revenue-sharing, and that was that the children of Denver would get less. There is one more thing that can be said about revenue-sharing. The taxpayers of Denver would pay more under the Administration's proposals for the less they would get.

I believe that the problems with revenue-sharing have been most succinctly put by my distinguished colleague, the senior Senator from Colorado, in the remarks he made on introducing the Administration's bill. I would like to quote from them here.

"I seize this opportunity to indicate my disinclination to being the passive and grateful recipient of OMB's set of priorities devoid of any congressional input.

"Mr. President, had I, or other Education Subcommittee members, been asked, we could have indicated the debilitating effect of allocation formulas which decrease the amount of money going to a State, such as Colorado, under education special revenue-sharing as compared with the categorical programs. While this may accurately reflect OMB's priorities, it does not hint at mine.

"Had I been asked, I would have indicated more than a little suspicion of the wisdom of legislation which, according to HEW figures, will reduce the amount of money to Colorado between fiscal year 1973 and fiscal year 1974 by more than a million dollars.

"Similarly, Mr. President, a request for senatorial input in advance of drafting would have revealed that a significant number of school districts may not be able to survive the fiscal shock of an overnight 'cold turkey' withdrawal of impact aid to students whose parents work on, but live off, Federal property—B students . . ."

I share Senator Dominick's hope, "that Congress can return to agency officials a set of priorities in education structured by elected representatives, instead of those faceless ghosts in the White House". On the whole, revenue-sharing is a bad bargain for the people of Denver, and for the people of this nation. I hope you will reject it outright, and approve the proposal advanced by the distinguished Chairman of the Committee.

Statement of Hon. Benjamin A. Gilman, a Representative in Congress From the State of New York

Congressman Perkins, thank you for this opportunity to submit my statement concerning the severe, adverse effects any reduction in Impact Aid would have upon the school districts of my region.

Five townships in Orange County, New York, house military installations which are creating a burden on educational facilities. As much as 15% of the total school budget of the towns of Newburgh, Cornwall, Valley Central, Washingtonville and Highland Falls will be threatened in the event that full funding for "A" and "B" students is not authorized.

I am certain that you are aware of the hardship that reductions in funding would bring to bear on the taxpayers of that area. Those Districts would be forced to seek additional educational revenues in order to balance these proposed reductions. The only alternative to higher school taxes would be a serious downgrading of existing educational programs.

The town of Highland Falls, which has within its boundaries the U.S. Military Academy at West Point, is a unique situation in that 80% of the town lands are federally owned and are, therefore, tax free. Superintendent of Schools, Dr. Wm. Duncan, has testified before this committee relative to the Impact Aid funding of his school district. Dr. Duncan's testimony, given February 20, 1973, cogently described the deleterious effects that reductions in funding will impose on the citizens of Highland Falls. I will not reiterate Dr. Duncan's statements. But in order to emphasize the drastic effects of reductions in federal funding to Highland Falls, I request the insertion of the attached newspaper article from the Middletown *Times Herald Record* of March 25, 1973, written by Rod Allee, which fully assesses the problem and pinpoints the deleterious effects reductions in funding will impose on the citizenry of Highland Falls.

I urge the committee to carefully consider Highland Falls and the other 4,500 impacted school districts in looking forward to educational budgeting for fiscal year 1974.

[Middletown Times Herald Record, Mar. 25, 1973]

Highland Falls and West Point: Uneasy Truce

(By Rod Allee)

Highland Falls.—King James Weyant and William F. Duncan think West Point is a fine place to visit. But they aren't happy about living near there.

Weyant, village mayor of Highland Falls, and Duncan, supervising principal of the local school district, cite West Point as the source of a handful of problems that are plaguing them.

Their taxpayers, if they don't feel the same way now, might agree with Weyant and Duncan soon. Even West Point Supt. William A. Knowlton agrees with Duncan.

Duncan's problem: His district stands to lose $300,000 over this year and next unless Congress comes through. That could raise the tax rate $25 per $1,000 valuation.

The district is considered "impacted"—that is, it must serve West Pointers without collecting the full amount for those services. It educates 208 children whose parents live on post and 450 children whose parents live off post but work at the academy. West Point land isn't subject to school taxes and therefore Duncan must rely on federal impacted aid to recoup.

These are three categories of impacted aid under which the district has qualified in the past: Three-A, because it educates children who live on post; Three-B, because it educates children whose parents live off post but work at West Point; and Section Two, because USMA lands aren't taxable.

The last category, Duncan maintains, hasn't provided as much money as it should because Congress bases its appropriation on its own assessment of the land, not on what the land would provide in taxes if it were developed on the open market.

President Nixon last year twice vetoed appropriations for the Three-B and Section Two categories. Duncan, who made up his budget last summer in anticipation of this $150,000, gloomily pins his hopes on Congress overriding the President's vetoes.

The school superintendent figures Nixon will stick to his guns, meaning the aid categories might stay abolished for next year with another loss of $150,000. To complicate Duncan's life, the federal government has not completed last year's aid payment, and the state is late in handing out its aid for this year.

"There are 4,500 school districts in the country that are considered impacted, in 388 of the 435 congressional districts," Duncan said. "There is a lot of pressure on the congressmen to override the President's vetoes; we carry a lot of clout.

"But then, suppose Congress overrides the President and he still won't pay? There are two problems for us, congressional appropriation and the executive department actually paying. There is a lawsuit now that would force Nixon to spend what Congress tells him to spend."

Duncan points out, however, that a mere three and one half months are left in the school fiscal year and unless the suit is decided by July 1, Nixon won't be forced to spend the money retroactively, even if his vetoes are overriden.

The superintendent lists the alternatives his district faces: Get the federal money, go on a drastic austerity budget, close all schools who refuse to educate children whose parents work at West Point. Austerity, a shutdown or evicting West Point children could bring court action, state Education Department fiats and/or employee contract trouble, Duncan recognizes, "but what else are we going to do?"

He adds that taxpayer sentiment favors throwing out the West Point kids if the money isn't received: "No West Point child has his education fully paid for here."

Col. David Cameron, West Point liaison with the school board, says Point parents who live off post pay the same amount of taxes as do non-West Pointers. Further, Cameron says, if parents live on post their housing allowance is impounded by the government and some is rebated to the school district through the Three-A category.

Duncan counters, "The elementary school on the post gets 100 per cent aid from the federal government. and its teachers make more than mine. Even if we get the federal money we're fighting for, it won't be 100 per cent,"

He explained that Congress, while it hasn't yet overridden the President's vetoes, has passed a resolution to continue all impacted aid, at 90 per cent of the 1971–72 allowance. And while the President has signed it, "we still aren't sure we'll get the money."

Duncan, with urging from Weyant and support from Highlands Town Supervisor Arthur J. Yagel, Jr., is circulating petitions asking Rep. Benjamin A. Gilman of Middletown, R–26, and Sen. Jacob K. Javits and James L. Buckley to support impacted aid in Congress.

Gen. Knowlton wrote to Duncan recently that he supports the effort to get full impacted aid, and vowed to make his opinion known in Washington.

Weyant, while embroiled in the impacted aid fight, believes the village has its own problems because of West Point. He says "In the 1940s they took 14,000 acres around here. That went off the tax rolls, and we have nowhere to expand.

"They took most of our watershed. We don't have enough money to build a dam."

Water has been the source of a long standing feud with West Point. In 1931, then-Secretary of the Army Patrick Hurley promised the village and town free water if West Point ever took the watersheds. The land was taken, but the U.S. Supreme Court ruled that Hurley had no authority to bind the government to that agreement, so it was declared void. Weyant says West Point has plenty of water and should share with the village and town.

The mayor also believes West Point should help with village housing: "They have increased their civilian employes and where are they living? Our housing is terrible; people are doubling up. The village has no place to expand and, because it can't tax West Point land, no money."

Col. Patrick Dionne, public relations officer for West Point, says the census shows the village increased by only 169 residents from 1960 to 1970 and "we have added only 200 civilian employes since we expanded our operation in 1965."

Weyant says he think this isn't true: "The (1970) census, we feel, missed many village residents. I think there are 6,000 residents now and the census showed only 4,638."

Village fathers have been under heavy pressure to improve housing and one step is in the works, a housing code. But Weyant says, "This will hurt at first because several houses won't meet the standards and must be condemned. Where are these people going to go?"

The mayor wants help in recreation areas, too: "West Point has all the land, all that federal money. Why don't they share with us? Villagers used to hunt deer in the mountains, swim in the ponds. Now all that land is off-limits even though the Army men can hunt deer all they want."

Supervisor Yagel points out that the town has a five-year contract with West Point to use Long Pond as a recreation area, and village residents are entitled to use it, too. Col. Dionne notes that Army equipment and space is used by village softball players.

Col. Dionne says villagers have full use of the Army landfill site near Washington Gate, taking care of one of Weyant's problems. Town residents can use the landfill too, he said.

School board liaison Cameron might have hit upon the total solution for school and village problems when he told Duncan and Weyant, "Declare war on West Point and let us win. That way you'll surely get all the aid you can use."

TESTIMONY OF HON. GUNN McKAY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF UTAH

Mr. Chairman, I appreciate the opportunity to present my thoughts on H.R. 69, a bill to extend the Elementary and Secondary Education Act for five years, and for other purposes.

Educators in Utah—both at the state and local level—are extremely uneasy about the uncertain status of funding for educational programs. Many important and worthwhile programs and educational goals have been carried out under funding from titles of the Elementary and Secondary Education Act. Since that act was passed in 1965, state and local education agencies have reshaped their programs and shifted their policies to accommodate valid objectives which E.S.E.A. monies were aimed at accomplishing. Local and state educators are dependent upon these federal monies and, to some degree, on the categorical nature of the funds. The failure of the Administration to include funds in the F.Y. 74 budget for a number of education categories has generated confusion and alarm among educators who must plan budgets and policies without knowing what monies will be available. The shadow of Special Education Revenue Sharing lurks on the horizon, but at this point no one can tell exactly how it will work. Yet, seemingly, we are expected to abandon a highly developed education system for a system we have not considered and do not wholly understand.

The concept behind Special Education Revenue Sharing is laudable. Supposedly it will reduce some of the tangle of red tape that surrounds federal monies going to the states for education. Of the one hundred or so different education grants available we are told that approximately thirty will be replaced by no-strings revenue sharing money. It might be that education revenue sharing, or similar plans, offer a significant improvement in the way federal education monies are administered. Until hearings are held, and the legislation is defined and interpreted, valid conclusions cannot be made about the effects of education revenue sharing.

In the meantime, we cannot let good programs die for lack of Congressional initiative. Let's give adequate funding to programs we have. Let's give our state and local education agencies firm ground to stand on while we consider alternatives and, where necessary, provide proper phasing procedures.

Utahns historically have demonstrated a remarkable commitment to education. Utah ranks number one in the nation in tax effort for education. However, that tax base is not large and the per pupil expenditure ranks low. E.S.E.A. funds make a critical difference in the kinds of education problems that can be met and, often, in the quality of the education that is delivered. State educators are concerned that the matter of funding will be left in limbo.

Dr. Walter Talbot, Utah State Superintendent of Public Instruction, has made some valuable comments on accomplishments of E.S.E.A. programs which I would like to quote here:

"The number one priority for education in Utah is a continuation of Title V of the Elementary and Secondary Education Act, including the new part C which replaced Title 402 of the Act. The latter title was terminated last June and Part C was designed as a replacement but has been vetoed twice and is without status at present.

"Title V was originated to strengthen state offices of education. Utah currently receives $368,000 under this program, plus an additional $110,000 under 402. Without this money the State Office would virtually dry up. Some of the important gains we have made in education in Utah have been a direct result of the impact of Title V monies. The 402 monies are for planning and evaluation and as you know without those elements any organization is seriously weakened and cannot control its own destiny. In my opinion education would be in a serious condition in our state without much of the leadership of this office, and that leadership is dependent upon Title V. No ship can be safely handled without a rudder and this state office is the rudder for education in Utah.

"A second concern is with Title III, E.S.E.A., the section that deals with innovation and program development. Before Title III this state paid little attention to the development of innovation and new ideas in education. With the infusion of Title III we began to make some gains on our own. Currently the state is even financing some experimental programs. But without Title III this program would soon dry up. We have had some excellent new direction in education as a result of Title III and its continuation will help us greatly in maintaining the momentum already begun.

"A third priority lies in the administrative funds of the various titles that provide flow-through monies to school districts. In 1965, at the inception of the Act, administrative funding levels were established. For example, Utah received $150,000 to administer Title I—the section that deals with compensatory education. The flow-through monies for programs out in the districts have been increased by approximately 30 percent but the administrative funding level has remained constant. That has now been eight years and with rising costs and new expectations the administration money is insufficient to maintain the high level of monitoring and evaluating programs we once had.

"I am also concerned about Title II of E.S.E.A. This title gave money for materials and instructional media. With efforts to individualize instruction a variety of materials to reach the varying interests and levels of students is absolutely essential. To have this program fold now would be premature. Serious shortages of materials have not been solved. We are concerned also with the funding level for administration of this program.

"An additional priority would be maintaining Title I programs at present levels. Our understanding is that the current budget proposals reduce present funding levels by 10 to 20 percent for Title I. We would, of course, oppose that move since Title I has served a useful purpose in our state. I read some national publicity recently on gains made in Michigan by Title I students. Our statistics show even more dramatic results. Title I is working and with the new comparability requirements it will work even better. We need to maintain Title I at present levels not only for the benefit of students who are engaged in the program but also for the purpose of calling attention to the needs of a great number of children who live in poverty and who are socially disadvantaged and educationally deprived."

A major concern in my district at this time is the status of funding for impacted area school districts. The current move to fund only category "A" students and remove category "B" students from eligibility under P.L. 874 does great damage to Utah. Most of our P.L. 874 students are category "B" students whose parents work, but do not live, on federal property. The threatened loss of these funds will have a very severe impact on districts where the tax effort for education is already high. If these funds are eliminated many school boards will have to cut back on such basics as teaching positions and supply and maintenance budgets. In most cases, the districts affected are already operating on meager budgets, and the loss of funds could have a measurable effect on the quality of education that can be delivered.

I would like to present some examples of the impact less of P.L. 874 funds will have on some Utah school districts. Grand County School District will lose $94,000, which is seven percent of the operation and maintenance budget. Morgan County would lose ten percent of its total instructional budget. Garfield County would lose four percent of its operating funds, or $52,000—more than the county spends on the total Administration budget *or* its transportation budget. These are not school districts that are well off to begin with and are picking up some extra gravy from a federal handout. These are districts where a significant percentage of the land is owned by the federal government—thereby eliminating the property tax base that would normally support the school district. A good example is Daggett County where only *18 percent* of the land is privately owned and taxable. Counties like Daggett have a legitimate claim to P.L. 874 monies in lieu of taxes.

When asked to assess the impact of loss of P.L. 874 funds for Category "B" students, William L. Garner, Superintendent of Schools in Ogden, stated:

"The most significant item would be the necessity for us to discontinue our elementary libraries and perhaps even junior high libraries. Another would be to eliminate one district administrator and an administrator from each secondary school. We would need to drastically increase the pupil/teacher ratio, making many, many classes over forty. It would be necessary to completely discontinue our elementary music program in both vocal and instrument; to drastically curtail secretarial help to all schools; to discontinue our community school operations; to eliminate attendance to all conventions for our personnel; to eliminate all field trips; and to eliminate educational television."

There are some problems associated with the Federal impacted area funds, aside from threatened loss of the monies. The way in which monies are distributed, under P.L. 874, makes it extremely difficult for a state like Utah ot take the initiative in equalizing school finances. Utah has moved ahead in developing an equalization plan. However, under existing law, we simply cannot equalize school finances because we are specifically prohibited from taking into consideration payment of P.L. 874 monies in determining eligibility of local agencies for state aid. The result would be a windfall to districts receiving 874 money if the level of state support were high. But the state's capacity to support education is limited and, as a result, none of our districts have windfalls from P.L. 874 funding. Those districts without 874 money suffer.

The reasons for payment of 874 funds remain valid. The impact of federal employment levels is felt in our educational financing. But when a state sets out to develop a program of equalization, that impact is distributed throughout the state. Under those circumstances, the impact aid should also be available at the state level.

I believe the current program is better than nothing: but in light of pressures toward equalization of education financing, I believe the impact aid program should be amended.

Mr. Chairman, I support and encourage full funding for E.S.E.A., and for both categories A and B of P.L. 874. I would also advocate the aforementioned change in administratiton of P.L. 874.

STATEMENT OF HON. DON EDWARDS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Chairman, I want to express my support for H.R. 69 which would extend the Elementary and Secondary Education Act, the Adult Education Act and the Impact Aid laws until mid-1978. I feel very strongly that the Nixon Administration's proposal for replacing these measures with special revenue sharing for education is an attempt not only to thwart Congressional intent with respect to education, but is also an underhanded method of depriving those who most need this assistance of the educational opportunities they deserve.

Early this year, I visited Mayfair Elementary School in San Jose, a Title I, ESEA school where I was greeted by enthusiastic advocates of this program. Teachers were excited about the achievements they had observed in students since the beginning of the program several years ago. They reported not only general academic improvements, but also increased motivation and better social adjustment among the children. Teacher's aides, including mothers with children in the school and college students, were dismayed to think that they might lose the opportunity to directly contribute to the education of the children of the community. The children themselves were alert, bright and enthusiastic about their teachers and school—the best and most obvious examples of the success of Title I. In addition, I have received scores of eloquent letters from parents, many of whom did not have the benefit of such an education, extolling the achievements of their children since Title I has been instituted.

Just last week over 500 people in Fremont signed a petition urging that Title I be continued and pointing out the many gains made by students at Durham School under that program. I have received letters from school administrators throughout my district urging whatever steps are necessary to continue the categorical programs made available through ESEA and citing numerous instances of improvements and benefits. One outstanding example is Operation SHARE which has provided children in San Jose who need special attention and assistance with individual volunteer tutors chosen to meet their needs.

Many outside of the field of education but vitally concerned about the problems of poverty, racism and unequal opportunity, including women's auxiliaries, labor organizations and community groups, have also contacted me urging continuation of this special educational assistance for the less privileged.

California State legislators, including the Speaker of the Assembly, have pointed out that while the State will attempt to step-in and take on many of the programs in some form, they will not be able to provide the same quality and scope of assistance that now exists. I am sure that in this respect California is more fortunate than other states which cannot afford or are unwilling to take on programs dropped by the Federal government.

These programs and schools represented in the 9th district of California are only a small portion of the many valuable, categorical education assistance programs included in the H.R. 69 extension. In the years since these programs have been established, a great deal of progress has been made in education. To abruptly cut them off at this point, even if proposed substitutions were adequate, would be to break the momentum that we are only beginning to see in educational improvements. Therefore, I urge that all members of Congress support H.R. 69 and resist the President's efforts to undermine education by exchanging in mid-stream an unspecific, unproven outline for programs that have already demonstrated their worth.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., April 18, 1973.

Hon. CARL D. PERKINS,
U.S. House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: With regard to hearings now in progress in your Committee on Education and Labor dealing with Title I of the Elementary and Secondary Education Act of 1965, I would like to express my concern for some of the elementary and secondary schools in my 8th Congressional District of Chicago.

Several of these schools, funded last year under Title I, ESEA, have been informed that they do not qualify for funding for the coming year, although the "low-income" percentage in these schools has either remained stable or risen within the year. For the most part, the schools are located in ethnic, non-English speaking communities where the Title I programs have provided funds for these "special students" so that they can better assimilate into American, English speaking society.

Unfortunately, there is little or no emphasis placed, in the new Budget, on funds for the assistance of the "educationally deprived" youngster. Although I am greatly in favor of the ESEA programs that provide funds for schools in economically deprived communities, I am convinced that the non-English speaking, near poor segment of our population is being needlessly neglected.

At this time I am respectfully requesting that some provisions be made in whatever legislation emerges from your Committee to provide either 'phase-out" funds for those schools that were receiving ESEA Title I funds during the previous year, or that were receiving ESEA Title I funds during the previous year, or that a specific percentage of Title I money be set aside for low-income, non-English speaking community schools.

It is my contention that, throughout the United States, our non-English speaking citizens have been overlooked with regard to federally funded educational programs. This situation is particularly grave in metropolitan areas, like my city of Chicago. Statistically, the majority of the non-English speaking population of Chicago is self-supportive, although they are within the low-income, near poor economic range. I believe that these people should be given a fair and equal educational opportunity.

I appreciate your time and consideration in this most important matter, and with best regards, I am

Sincerely yours,

DAN ROSTENKOWSKI,
Member of Congress.

STATEMENT OF HON. MELVIN PRICE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. Chairman, in conjunction with your Committee's hearings on extension of the Elementary and Secondary Education Act, the Adult Education Act, and the Impact Aid laws, as proposed in H.R. 69, the Elementary and Secondary Education Amendments, I would like to offer my comments concerning a subject of considerable importance to my Congressional District: impact aid. Indeed, many school districts within 23rd Congressional District of Illinois derive a substantial portion of their operating budgets from impact aid funds authorized under Public Law 81-874.

Our program of Federal impact aid arose in response to conditions wrought by concentration in particular school districts of Federal personnel, both civilian and military, the result of which is that considerable Federally-owned real estate is not on the local tax rolls and/or the concentration of Federally connected families places an unusual burden on the local school districts. In either case, revenues raised from local property taxes are insufficient to meet educational requirements, and impact aid is essentially payment in lieu of these taxes.

The prominent example from my Congressional District is Scott Air Force Base. In the attached summary of impact aid to schools in the 23rd Congressional District of Illinois, the effects may be seen in terms of numbers of pupils in the school districts and the actual dollar amounts for impact aid. It may also be seen that the school dsitricts are not receiving their full legislative entitlement under the executive formula. Furthermore, the Administration proposes to eliminate category "B" of Public Law 81-874, which provides for Federal support in the case of Federally connected families whose breadwinners work on but live off the Federal property.

This year there are 4,557 category "B" pupils in St. Clair County, Illinois, 2,287 of which have military parents and 2,270 have parents in civil service. In Madison County, Illinois, there are 5,792 category "B" pupils, 2,434 of military families and 3,325 of civilian. Termination of category "B" as the Administration proposes would effectively eliminate the major part of impact aid, an action which would have severe and adverse effects on these school districts.

Mr. Chairman, in view of the increasingly severe property tax situation and the educational needs of not only the committees I represent in Congress, but also those across the nation, I would like your Committee to note my continued support for the impact aid concept in order to prevent serious revenue losses and their concomitant effects. I believe that category "B" can be continued without exceeding the President's budget request, and I hope that your Committee will recognize the urgency of the situation and our needs for the future.

STATEMENT OF HON. CHARLES E. BENNETT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

I currently have pending before your committee H.R. 128, a bill to provide for federal grants to assist local school systems in providing instruction in ethics and standards. This bill has wide support from both sides of the aisle and throughout the nation. The time has come in the United States when this type of instruction is needed greatly. The text and content of this instruction would be determined by the school boards. For example, instances of courage, heroism, and other distinctive American and democratic ideas might be taught through individual classes, lectures, and auditorium programs, on the origins of criminal statutes and their necessity and community responsibilities might be stressed.

The Roper organization polls have reported that nearly two-thirds of the American people believe that their country has lost its proper sense of direction.

There is a great need in America for broad instruction in the development of man's moral and ethical values, and the legislation we propose today is an answer to the need to fill the vacuum evident today in this important segment of our life. Many state education leaders and civic leaders have expressed strong support for the bill. Currently my bill has 19 cosponsors.

I greatly appreciate having this opportunity to testify today and I hope that you will seriously consider this bill along with the other legislation which is currently before you. I hope that this legislation will be enacted at the earliest possible date.

STATEMENT OF HON. JOHN C. CULVER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF IOWA

I appreciate this opportunity to support the extension of the Elementary and Secondary Education Act for another five years.

In 1965, our nation took an important step toward achieving a national standard of excellence for our educational system by passing the Elementary and Secondary Education Act. Since that time, many programs established by the Act, after resolving the difficult problems frequently encountered by new projects, have become extremely useful and successful. A few have not overcome their problems, of course, and should be either eliminated, altered, or incorporated into other programs. Nonetheless, the essential fact remains—we have established a firm foundation for national leadership and assistance in setting and maintaining high educational standards. We must now constructively build on that foundation.

The Administration has presented an alternative to the Elementary and Secondary Act that, in my judgment, would fail to adequately meet the needs of our educational system. In the first place, my concern is with the existing beneficial programs that the Administration would either abandon or inadequately support.

Library services is one that would be eliminated by the Administration's proposed "Better Schools Act of 1973." Iowa took an early lead in the use of this program and submitted a plan specifying that all school library resources acquired with Iowa's Title II funds were to be made available through 16 centers to all teachers and students in local public and private elementary and secondary schools. The Iowa plan can be considered a first in that it provided the concept and impetus for the development of the regional centers and utilized Title II funds for the purchase of school library resources essential for their operation. In July 1971, a composite inventory of those school library resources purchased only with ESEA Title II funds showed a total collection of over 560,000 library books, a collection of just under 250,000 prints of 16mm films, plus smaller but quite extensive collections of many other print and nonprint materials.

The Administration's proposal would also eliminate Title V that was earmarked for the strengthening of state and local education agencies. Among the important functions that would be cut from our state services are instructional consultants to schools in core subjects, and improved management services such as budget coordination, development and operation of a computer-based management information system and planning, research and evaluation capabilities.

Other programs are threatened by the proposed "Better Schools Act of 1973." I have received a significant volume of mail from constituents who have presented reasoned and factual arguments favoring certain programs and expressing concern for the future of these programs if special educational revenue sharing were to be enacted. There is certainly very little in the Administration's proposal that could allay their fears, with the fiscal 1974 budget for educational revenue sharing some $200 million lower than the original fiscal 1973 budget request for similar legislation. Iowa's programs will suffer a reduction from 1973 appropriations of $31.198,000 to the proposed appropriations for 1974 of $30,651,000 and for 1975 of $29,187,000.

One threatened program that is extremely important to many Iowans is the adult education program. In fiscal 1972 there was $571,341.16 of federal money going to the 15 area schools of the state. In 1972 there were 12.414 individuals enrolled in adult basic education classes, 3.287 adults completed eighth grade level, and 3,992 completed high school level. Yet, we still have over 900,000 adults who have not completed high school. There are also other needs in our state for adult education such as these outlined by the Iowa Department of

Public Instruction: 1/7 of the working population needs to upgrade their skills each year, many senior citizens need instruction, and our veterans need information about training or retraining opportunities.

I have received many letters from Iowans who have participated in adult education classes and express appreciation for the program and a strong desire to see it continued. The following comments from a man in Strawberry Point, Iowa, are typical of the letters I am receiving: "I believe in the Adult Basic Education courses that are now available for anyone who wishes to earn a High School Equivalency Certificate. It is my opinion, and I think you will agree, that everyone should have the opportunity to continue their education at any point in their lives . . . Last March (1972), I began a GED course, and in seven months completed my high school equivalency examination. In order that others may get the same chance I did, I urge you to support Bill HR 69."

The Administration's proposal would combine vocational education, education for the handicapped, and supportive services into one allocation for each state. However, thirty percent of each of the amounts allotted to any state for vocational education and education of the handicapped may be made available for other educational purposes.

I would like to read one paragraph from a constituent's letter that expresses clearly and concisely the concern that many parents feel about the possible loss of ESEA programs. A couple from New Vienna, Iowa wrote: "We as parents are also taxpayers and feel our tax dollars should be spent in the best possible way and that way is for the future generation of this country, the children who one day will step in our shoes. As a volunteer in my son's school I see the progress and happiness of the child who has been attending the program, the confidence my son and his classmates achieved because they had the right kind of help, so please vote for the continuation of the Title One, ESEA Program."

However, my objections to the Administration's proposal are based not only on an appraisal of the effect it would have on Iowa's educational system. Iowa is not alone in its need for continuation of the ESEA, for such state is better able to meet its needs through the programs established under ESEA. Therefore, I strongly urge the extension of the Elementary and Secondary Education Act by the enactment of H.R. 69 as the most effective way to continue to meet our responsibilities and to strengthen our commitment to a high national standard for our educational system.

Statement of Hon. John Melcher, a Representative in Congress From the State of Montana

Mr. Chairman and members of the committee, thank you for extending me the opportunity to express my support of your bill, H.R. 69, to extend the Elementary and Secondary Education Act, the Adult Education Act, Impact Aid laws, and other related acts, and to present my views on the Better Schools Act proposed by the Administration.

I am pleased that the House Education and Labor Committee is considering a five-year exension of the important laws which provide Federal commitment to special educational needs in our country.

The proposal to study the importance of late funding of elementary and secondary education programs would be very worthwhile and I hope the Committee will retain this part of H.R. 69. One of the most recurrent complaints I have been hearing from school administrators is the lack of adequate time to plan effectively for school programs from one year to the next.

I believe a five-year authorization and the proposed study and recommendations would go a long way toward relieving the pressure felt by these administrators and in the end, of course, will be most beneficial to the recipients of educational programs—our children.

The Administration proposal—the Better Schools Act—is a little more than grant consolidation that would be of no real benefit to children but could result in a dissipation of funds from the purposes originally intended by Congress. The Montana State Superintendent of Public Intruction says of the Better Schools Act:

"The prospects for education are deeply disturbing and profoundly dismaying. Numerous valuable federally funded education programs are vulnerable to elimination or substantial reduction without promise of a palatable alternative and, most importantly, with apparent disregard for transition and planning. Undoubtedly, the reductions and eliminations will have a direct and detrimental effect on the quality of education in Montana."

She goes on to recommend: "The President's recently introduced revenue sharing proposal needs to be thoroughly examined and, in the interim, I respectfully urge Congressional action that would extend the various categorical aid programs and restore budgets to a level of adequacy."

The major categorical program, Title I ESEA which makes Federal money available to compensate children who are educationally disadvantaged as a result of poverty conditions, is a special concern of Congress. That this concern is merited is evidenced by my mail, from which the following comments have been excerpted:

"On the elementary level, we have seen socially retarded children blossom before our eyes because Title I funds provided extra money that was used to hire additional personnel who could work with these children on a small-group or one-to-one basis. Students at the High School level have been provided special psychological help through group counseling which has resulted in a change of attitude toward school, toward themselves, and others."

Another correspondent writes: "The disadvantaged learners with whom I work in the classroom often need almost constant help which an aide in the classroom can help provide. A teacher aide program in the schools of our area (Wolf Point on the Fort Peck Indian Reservation) would be next to impossible without federal assistance. Your support of ESEA Title I will be greatly appreciated."

Still another: "We have such a fine Title I program in progress this year. Parents and teachers are going to be furious and become even more cynical if our funds are cut off."

Mr. Chairman, it is my feeling that Title I programs are working effectively. Enough time has passed since the original 1965 legislation to enable most of the problems to be ironed out and the mistakes and false starts corrected. There is an increasing amount of evidence that these programs are providing needed benefits to children suffering educational problems related to their social and economic backgrounds.

Furthermore, the "revenue sharing" bill proposed by the Administration would provide no new funds or incentives to improve upon recent experience in dealing with these educational programs. The chief education officer in Montana says:

"What is so frequently disregarded by the administration in its zeal to sell education revenue sharing to the nation is the undiminished need for substantially increased federal appropriations for education. Blandly forgotten somehow . . . is the reality that national educational needs far exceed federal dollar appropriations."

I do not question the theoretical arguments for revenue sharing for education. In fact, such revenue sharing money, if it were additional Federal support, would be most welcome in all states. However, the Administration's proposal is not revenue sharing but grant consolidation and would effectively remove Federal direction over funds expended for special needs and purposes.

Vocational educators in Montana feel very threatened by a proposal to consolidate Federal grant programs into one education package. The nation's vocational education needs have been neglected and federal funds and incentives have been needed to support and encourage states to establish Vocational-Technical centers and to incorporate up-to-date programs in high schools. The job is far from complete.

A vocational educator in Montana writes:

"Through this proposal (the Better Schools Act) established and proven successful Vocational Education programs would be competing for the monies that would be funded to states. . . . The Better Schools Act would cause undesirable competition with the various educational areas, and would make political footballs out of the total system. May I urge you to very closely evaluate the proposal and do your part in defeating the Act. The most sound approach would be to promote continued administration of the funding through appropirate state designated agencies such as has been done in the past. Vocational Education programs were finally gaining their place in the total educational system. The new proposal would place all of the funding to the bickering of state groups, and pressures in a dog eat dog situation. The uncertainty of funding would make it impossible to plan the development of sound vocational programs in the future."

Mr. Chairman, I concur with this view that federal support for vocational education should continue its categorical nature to insure continued development of quality vocational programs. And there is no doubt the Vocational Education Act is achieving the purposes it was set out to achieve but much more needs to be done.

A Montanan who participates in classes at a Vo-Tech center writes: "I would like to tell you what I think of the Vocational Technical School at Helena. I've never seen a school even approach being as good as it is. The administration has some of the best, most sincere people I've ever met. . . . The Instructors are the best I've ever met. They care about their jobs. They know what they are there for and they bend over backwards to help anyone that needs it. They truly prepare you to be able to go out and get a good job and keep it. Our biggest problems are not enough room in class and not enough instructors in Lab. I think a school that has as good a system as this one should be allotted money to expand. I've been through high school and through electronics in the Air Force. They can't even begin to compare to this school. I've never heard so many good reports about a school from students and outsiders. Schools like this are what we need. Industry is crying for people that have good training in technical fields. I've never seen such an effective way to lower the unemployment."

The Chairman of the State Vocational Education Advisory Council says: "The Council is less than enthusiastic about education revenue sharing. Vocational education took a back seat before categorical funds were appropriated and we anticipate a similar situation under revenue sharing."

Under the Better Schools Act it is my belief that innovative programs that have been developed under Title III ESEA would be lost in the shuffle. The Dawson County, Montana, High School Principal writes: "For the first time we are attempting to establish an ESEA Title III program dealing with the diagnosis and correction of learning difficulties. To have to stop this important development would be a major setback for us."

The elementary school Principal at Fort Benton, Montana, writes that their Title III project "has provided us with the time and resources to design, develop, and revise the curriculum offerings available to our students. During the past four years we have been involved in a small rural school effort to improve its educational programs and opportunities for our children. Many of the efforts being made as well as objectives achieved have been possible in part from the funding we have received under ESEA."

The last important area which I'd like to mention is Impact Aid. H.R. 69 provides for continuation of this assistance to school districts and I support this fully. Indian students in public schools, as well as children of federally employed parents or children of military parents, attend schools where the part of the costs must be paid by impact aid.

Montana's State Superintendent says of the President's proposals:

"Those districts which rely heavily on federal impact aid would be affected most severely. Harsh and drastic measures would have to be taken by those districts to meet such cutbacks . . . I maintain that there is a strong moral, if not legal, reason for the federal government to compensate for the federal property in each district which is not subject to local taxes. Is it justifiable for local property taxpayers to carry a financial burden which should be carried by the federal authority?"

It is my strong belief that Congress must not let this happen. One school system in my district would be particularly hard hit and is already feeling the cuts imposed by the President on the 1973 impact funds: "After making commitments and obligating our budget, we find that we will not receive the money that we anticipated and we're in a bind. We don't want to close school, as other impact districts have done or threatened to do. We don't want to cut the school year for everyone and place the district in jeopardy of losing state accreditation and state funding."

Mr. Chairman, these are serious problems and people in my district and all over the country are looking to Congress, and to your Committee in particular, to solve them. I believe the best solution is to continue the course we have been taking and that is to authorize funding the categorical programs for ESEA, education for the handicapped, adult education, impact aid, vocational education and supportive services. We can do this by passing H.R. 69.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

FRIDAY, APRIL 6, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Miami, Fla.

The subcommittee met at 8:30 a.m., at the North Miami City Hall, 776 Northeast 125th Street, North Miami, Fla., Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Lehman, Andrews, and Ashbrook.

Staff members present: Jack Jennings, counsel; Christopher Cross, minority legislative associate.

Chairman Perkins. The committee will come to order. A quorum is present.

I am delighted to come to Florida to hear testimony on H.R. 69 and other related bills. I have for many years tried to impose on my colleagues the necessity for timely authorizations and timely appropriations in Washington. This has been one of the main obstacles in our way from the standpoint of more effective results from the Elementary and Secondary Education Act of 1965. As you know, the act expires on June 30 this year. We have an automatic rider that we wrote into the law a few years ago, but if we wait until next year to try to do something about this situation, it will only make matters worse. So, it is the intent of the committee to get the bill to the floor within the next 2 or 3 weeks, and we need your help. We need help from all sections of the country if we are going to obtain more effective results from the Federal level.

I am sure most of you are familiar with this so-called special revenue sharing package. In my judgment it is misnamed. Its proposals are in lieu of existing programs and you don't get as much money as you have in the new programs. So, it is really deceiving.

Take the disadvantage category for instance. You are not permitted to move funds around under the administration's special revenue sharing proposal. Under the impact aid program, you have nothing in the budget for the category "b" children. So you have a shortage there of $300 million or $400 million. You don't have as much money as you have in the categorical aid programs.

In another category, the handicapped program, you can also shift around 30 percent of the funds provided for that program. Then you have the supportive services program, which includes title V of the ESEA—your assistance to school superintendents and technical assistants for the State departments of education.

Title V of ESEA has been praised by school superintendents, by classroom teachers, and by school administrators throughout the country. I think title V has really helped to upgrade the State departments throughout the Nation.

And then the school lunch program is also included in supportive servics. You can shift all of the moneys under supportive services anywhere you want to—that is all that is earmarked for the State departments of education, earmarked under title III of ESEA—the innovative program—and all that is earmarked for guidance and counseling and libraries under ESEA. We are just getting off the ground with these programs. If you now throw it all into the laps of the State legislators, the political pressures could be so great that you might have to spend all the funds for school lunches, for instance, and rob the other programs. And I feel that is going to destroy the incentive in Washington for the Federal Government to become a better partner.

I think we are on our way to developing a better school lunch program. We are working hard in that direction, and I want to see us continue to make tremendous progress. And I want to see us continue to make tremendous progress in elementary and secondary education. I know ESEA is not perfect, by any means, but under this administration we are only going to be able to obtain so much money, and I feel it would be a bad precedent to jerk the rug out from under the group that needs the assistance the most, the poorest of the poor.

Somewhere along the line I would like to go for general aid. But first I think we should provide funding for elementary and secondary education at a certain level, say \$2½ to \$3 million. I definitely feel, however, that it is much better for us to now take ESEA on its own. I want to pass a general aid bill separately from ESEA.

I am delighted to welcome our first witnesses here this morning. I am going to call on Mr. Woodrow Darden, director of the Division of Elementary and Secondary Education, Florida Department of Education; and Dr. Jack P. Nix, superintendent of schools, State of Georgia. Mr. Woodrow Darden is first.

STATEMENT OF WOODROW DARDEN, DIRECTOR, DIVISION OF ELEMENTARY AND SECONDARY EDUCATION, FLORIDA DEPARTMENT OF EDUCATION

Mr. DARDEN. Thank you, sir.

Mr. Chairman, I am Woodrow Darden, director of elementary and secondary education for the State of Florida. It is a pleasure to see you again, and in particular, Hon. Bill Lehman, who we in Florida have grown to respect for his contribution already in education in Florida, and we are sure he will continue in that role and make a substantial contribution to your committee, Mr. Chairman, through the years. In Florida, we were pleased to see him placed on this committee.

I guess I might say it is a pleasure to be here. I had the honor of appearing before your committee in 1965 with Mr. Roach and other impact superintendents to testify on behalf of this bill you successfully passed and has certainly given such a great contribution to education throughout this Nation. So it is a pleasure to be with you again here this morning.

I want to bring you greetings from Commissioner Christian. He expresses his deep apologies for not being able to be present with you this morning, but I am sure you are aware that the Florida Legislature is now in session, and we have a saying here in Florida that while the legislature is in session, no man's life or property is safe, so he is up there looking after the property and life of the elementary children and secondary children, and he feels that he needs to be available to committees that call upon him at the present time.

He asked that I express his personal appreciation and thanks to you for all the help that you gave him while he was chairman of the Chief State School Officers, and commend you for the excellent work that you have done throughout the years in education.

I also have accompanying me this morning Dr. Marshall Frinks, who is planning associate in the commissioners' office, and he is responsible for congressional relationships.

Dr. Frinks, if you will just raise your hand.

Also, Mr. Hal Lewis, title I coordinator.

We had Mr. Dale Hilburn, but he went down, I believe, to be with Congressman Bill Ford who is conducting the migrant hearings at another place, and he is going to appear before that committee, and he is down there.

We also have Mr. Jon Stapleton who has general direction of Federal programs at our State level. Mr. Stapleton will have a panel later in the day with District people, and at that time we will all be available to answer any questions that the committee might have and would like to explore at that time.

Certainly, it is my pleasure to be here representing the Commissioner today, or according to our records, the best we have knowledge of, the first time we have had the honor of having this committee in Florida for taking testimony for the welfare of education. We in Florida, as well as the other States, are very mindful of the legislative record of this committee under your leadership, as you have strived to place a higher Federal priority on the support of general education to help all of us throughout the Nation to upgrade the quality of our programs.

The State of Florida recognizes its role in Federal-State relations as a changing role. The change is toward a greater spirit of cooperation in overcoming the Nation's educational problems. The State of Florida, as you know, is a growing State. We now have over 7 million in total population and rank ninth in the Nation. We have a student population of 1½ million kindergarten to 12 public school students, and rank eighth in the Nation. The average pupil expenditure has now reached the area of $902, and this ranks 30th in the Nation.

As Florida grows, so does many of its educational problems, and we have an equal number of opportunities to meet these problems. We think that we have effectively met quite a number of these challenges that we have faced, but we look forward to sharing with you the opportunity to look at the challenges in the future and hopefully, in a good partnership relation, contribute to the solution of these problems.

The Elementary and Secondary Education Act of 1965 committed the Federal Government to a positive role in education, large enough to have a visible and measurable impact on education. Not only did it provide needed categorical aid in areas never before supported by

Federal Government, but helped bring about a public awareness of the needs.

As a result of ESEA legislation, lay interest has been increased through the participation of parents advisory groups as in title I, and leadership participation in a broad cross-section of social and community life as in title III advisory committee. Many old practices have been validated or discarded, and many innovations have been field-tested through the various titles of ESEA, and subsequently adapted to widespread use.

Funds received with categorical requirements have enabled us to concentrate in areas of remediation and experimentation that we could not have otherwise found the funds to finance.

Title I provides funds for special programs and services for the educationally deprived. These children have received a reasonable share of the State and local expenditures but have difficulties which require, for their solution, more than a fair share of the funds. It would be difficult to solve their problems without having these additional funds. Before title I funds were available, it was difficult, if not impossible, to redirect sufficient regular operational funds to achieve this purpose.

The idea of title I has caught on. It is no longer considered a stigma to be educationally deprived.

Congressman, you might be very interested to know that one of the major bills in revision in Florida education today that is before our Houses in the State legislature, includes special categorical funding for the education of the deprived following the guidelines of title I. Over the past 8 years, we have served in excess of 75,000 children each year in the various Florida title I endeavors.

Our efforts are concentrated on overcoming the academically disadvantaged, but some cultural enrichment, health services, improvement of self-concept, and, even to a small degree, welfare benefits have been provided to title I.

In addition to disadvantaged children in public schools, students in nonpublic schools and State institutions and migrant children of migrant agricultural workers have benefited from title I programs and the services they provide.

We need the passage of bills such as H.R. 69 so that these services may continue on an uninterrupted basis.

In addition to benefits received by educationally deprived children, certain economic factors are evident. In Florida more than 4,000 people are employed each year to carry out the title I program. This is no small factor in the local economy, especially of small school districts.

ESEA title II has approved funds for the enrichment of libraries and media centers in Florida. The use of title II funds is restricted to the purchase of printed and published materials and has required, as a condition of receiving title II funds, that districts maintain their previous level of support.

Between the effort that we are putting forth already in Florida in this category in the funds available under title II, our schools have very good media supplies, providing educational opportunities never before realized in our State. Our appetites have been whetted, and dulling these appetites now we feel would be a tragic thing for education here in Florida.

ESEA title III has been, and can continue to be, the most economical, feasible response to funding, demonstrating, validating and diffusing creative alternatives to education. To abort efforts at this stage of development would be extremely injudicious. The fruits of developmental moneys which have already been invested, and which are currently yielding an excellent return, would be left half harvested.

Most assuredly, change and innovation are particularly susceptible to financial pressures during times of economic needs and cutbacks, such as the present time. Local educators find it very difficult to spend local funds, always in a very short supply, to develop creative and alternative practices in education.

The evidence of Federal interest gives legitimacy to innovation, and Federal money is the best evidence of Federal commitment.

Florida is also participating in parts B, C, D, F, and G of the Education of the Handicapped Act, Public Law 91-230. These funds are critical in stimulating and improving educational programs for handicapped students.

Under part B, grants to local school systems have enabled them to initiate multidistrict programs, to explore early childhood development and specific learning disabilities, and provide quality leadership personnel in instructional programs.

The Florida Legislature has adequately funded a basic program for the education of handicapped students. However, without the stimulation and flexibility of these Federal funds, multidistrict programs, preschool programs, performance-based curriculum development, and a learning resource systems network would not have been possible in our State.

In addition, without these Federal funds, Florida could not continue its university training programs for teachers of the handicapped and in-service training programs, captioned films for the deaf, and system of learning resource centers. The support funds to the SEA have been equally helpful in harnessing and coordinating State resources to assess and improve its programs.

Titles VII and VIII, respectively, provide funds directly from the U.S. Office of Education to school districts for developing and testing effective programs for bilingual education and for dropout prevention. We have two title VII projects and one title VIII project in Florida.

Although these projects have not been completed nor their findings broadly adapted, we expect the results to be widely used in the future, and that they will be largely funded from other sources. Even though each of them is a small program in Florida, as they generally are nationwide, we believe that they should be continued and probably expanded.

Mr. Chairman, we feel that the passage of H.R. 69 is essential. Even if other proposals might in the long run serve the same purpose, we believe that continuation without interruption can be accomplished only through the extension of the Elementary, Secondary Education Act as provided in H.R. 69.

We particularly like the funding change which provides funds on the basis of $300 per eligible student. We do not particularly like the comparability requirements, but our objections are focused more on the U.S. Office of Education guidelines than on the provision in the law. We endorse the concept of comparability but even the changes currently proposed in the Federal Register are, we believe, almost unworkable throughout the State of Florida.

Schoolchildren in Florida, and all over the Nation, need and deserve the benefits provided by ESEA and should not be allowed to suffer the loss of these benefits while unrelated pressures seek to gain political advantage at their expense.

We urge you to continue your effort leading to the passage and subsequent funding of H.R. 69. There is not time for major change in the fiscal year 1974. School districts must plan now. There is too much right with ESEA and too little wrong, to let it be a casualty of partisan politics.

Gentlemen, you have the opportunity to make a tremendous contribution to the school children of our Nation. Although the ESEA programs serve categorical purposes, the end result benefits everyone, in school and out, educationally and economically.

With respect to other areas of concern under the responsibility of elementary and secondary education. I would like to briefly express Florida's points of view on the subject of (1) future school funding, (2) strengthening leadership agencies, (3) better Federal grant management and, (4) the concept of education Special Revenue Sharing.

(1) FUTURE SCHOOL FUNDING

Mr. Chairman, the Florida Department of Education has reviewed the proposed H.R. 16 "School Finance Act of 1973," and feels that this type of approach, if properly and consistently funded, is an excellent direction for the Federal Government to take.

The formulas for "basic grants" and "equalization grants" recognize the moral obligations of the Federal Government, in close partnership with the States, to equalize educational opportunities for pupils in grades K to 12.

It is a very sound formula, but of course there are many questions unanswered at this point that have to be written into the guidelines and regulations of this program. And certainly we would question how this fits in with the continuation of our existing categorical programs that have been funded by the Federal Government.

(2) STRENGTHENING LEADERSHIP AGENCIES

In regard to assistance for strengthening State and local education agencies under title V, which is expressed in H.R. 69, it is clear from early observations that a high level of cost effectiveness is possible in many instances where Federal dollars have been used to develop planning and evaluation capability, improved management systems, and more effective technical assistance.

The State's agencies themselves know more than anyone else the diversity that exists between the various State education agencies. The improvements that have been made are to a large extent due to the past support of this committee and its chairman. We join with other State education agencies in applauding your past effort under title V.

As you have mentioned earlier this morning in outlining this portion of the bill, certainly, we in Florida recognize that we could not have begun to make the progress that we have made in helping our local districts in the improvement of education without this funding. I think it has made a tremendous contribution and has been quite successful in helping us to meet the demands that have been placed on us in education for leadership responsibility.

We are now moving into a new area of State-level leadership and responsibility, particularly in the areas of statewide planning and dissemination of alternative educational practices through developmental research efforts.

With this in mind, and being mindful of the committee's early recognition of the State's role in education, we would like possibly for your committee to consider, Mr. Chairman, that since State education agencies are now coming of age, that the committee might consider including in the amendments to Elementary and Secondary Education Act the establishment of a National Advisory Council on strengthening State and local educational agencies.

The shift and emphasis of the role that is being played by both State and local districts in their leadership role to provide better educational opportunities for children is changing so rapidly, that perhaps focusing a greater attention on this you could play a very effective role in helping us to upgrade the quality of our leadership.

Chairman **Perkins**. A national council advisory, did you say, or State?

Mr. **Darden**. A national.

We believe, as you might recognize, that through the great changes that are taking place, that bringing together a group of people who might bring together and share their findins throughout the Nation might help the good practices that are being developed on an individual State and local basis to spread at a more rapid basis and save a great deal of overlapping of efforts in these areas.

We have had tremendous change in the leadership role of these agencies and the method they played.

The focus of this recommendation would be to convert the negative assessments of, and pressures on SEA's and LEA's to a more positive effort. Florida's State Educational Agency is more responsive to educational needs of local districts because of ESEA title V.

We look forward to this committee's continued support as we continue to improve in the areas of planning and evaluating our State educational systems.

(3) BETTER FEDERAL GRANT MANAGEMENT

Also we believe that under present conditions, we could have better Federal grant management. The current methods of the allocation of Federal funds for education utilized by HEW is not conducive to sound management principles nor efficient administrative techniques.

Categorical aid programs, initially designed to meet specific educational problems, have increased to such an extent that 110 such programs are now administered by the U.S. Office of Education. Many of these categorical programs are administered in varying degrees by the State educational agencies, resulting in replication of Federal organizational structure at both the State and local levels.

Mr. Chairman, the problem is not one of too much Federal aid to education, nor is the concept of categorical aid being questioned. The problem is too little aid, disbursed through an increasing number of administrative levels and bureaucratic applications.

A valid assessment of needs, educational planning, program development and effective evaluation becomes unnecessarily difficult when the utilization of our human resources is restricted to filling out a constant stream of applications and reports.

The State of Florida has continuously supported the concept of consolidated grant application and management in hopes to simplify the disbursement of Federal funds. We have gone so far as to involve ourselves in a pilot effort funded by ESEA title V.

This pilot project entitled "Consolidated Grants Management and Projected Alternative Funding Procedures," has involved eight State educational agencies, all working closely with selected local education agencies to develop and test new application and management procedures in response to a mandate for better accountability in State and Federal programs.

Recognizing that standardized aspects of a grants management process may be required of all agencies serving in a grantor role where Federal funds are concerned, many States are moving voluntarily to improve their grant management procedures.

The Florida Legislature has enacted into law the directive to the State commissioner of education to, and I quote, "Develop a comprehensive planning procedure whereby a consolidated management of State programs will make it feasible to blend Federal resources for the overall good of the total educational system in our State."

(4) THE CONCEPT OF EDUCATION SPECIAL REVENUE SHARING

Mr. Chairman, I would be remiss if I did not take this opportunity to express the Florida DOE's view on educational revenue sharing.

We have examined the education special revenue sharing proposal very carefully and find it lacking in several funding levels. We would like to see adequate funding of existing national commitments and priorities, such as in the area of the disadvantaged.

And if revenue sharing in education becomes a reality in a few years, we would like to see those responsible at the Federal level give serious consideration to an adequate transition period from one philosophy of funding to another.

Also included in the motion of a needed transition period is the concept of forward funding. We feel that this should be a priority item for future Federal legislative action in educational funding considerations. In regard to forward funding, the States and local districts are asking for nothing except an opportunity to do a better job of fulfilling our obligation to the children in our schools. Late funding of Federal programs, year in and year out, has taken its toll on educational effectiveness.

The current education specialty revenue sharing rhetoric defies sensible fiscal management, and does not support the administrative and planning responsibilities of either the State or local education agencies. The many apparent weaknesses and gaps in the proposed revenue sharing in education, coupled with the new "expected practice" of late funding, simply compounds the many problems that face the institution of education today.

I think we enjoyed 1 year of forward funding of education, and it was one of the most delightful opportunities we had.

Chairman **Perkins**. We were never able to convince our friends on the Appropriations Committee of the necessity for it. We have to get back to it.

Mr. **Darden**. We do know that your efforts have been fully in support of this concept.

Chairman **Perkins**. You have to be able to plan effectively. You can't dig a ditch across your farm unless you plan it. We all know that.

Mr. **Darden**. This late funding in many instances is up through the middle of the year before we have any real concept of what our level of support is going to be and it has made it impossible to do effective planning. And to deny that we have wasted money would be not looking at things realistically.

Now, we know you recognize that and don't blame us for it, but at the same time it bothers us.

Chairman **Perkins**. I can still be educated. We've all got to be educated.

Mr. **Darden**. Thank you, sir.

Mr. Chairman, you can conclude that under certain conditions we would support the special education revenue sharing concept, particularly if it will simplify program administration, provide increased flexibility in the use of Federal funds and we think, above all, it should respect Congress rights to identify areas of critical concern in education, and thereby establish priorities for the funding of these special concerns.

We oppose the special education revenue-sharing concept if it in any way reduces the total amount of Federal funds presently allocated to education, and also if no provisions are made for administrative costs at the State and local levels, and also if it ignores presently recognized national priorities.

It would also be highly desirable for any revenue-sharing proposal, now or in the future, to recognize the successes of the ESEA categorical programs and include those as a basis for funding.

Mr. Chairman, in closing, we would like to thank you for the opportunity to appear before you and the members of the committee today. All of us assembled realize the high national priority that must be placed on the development of all our human resources through education. The ultimate contribution that each of us intends to make to the Nation and to the world is the development of free and healthy minds.

We sometimes lose sight of the many, everyday successes of education because we are involved in the administration of programs and are removed from the classroom. We are excited by new directions for Federal, State, and local partnerships to provide equal opportunities to education, and thankful of the opportunity to express our views on existing programs and these new directions.

Mr. Chairman, we understand that Mr. Nix is on a relatively tight schedule concerning his presentation and making flights for commitments——

Chairman **Perkins**. Mr. Nix, come up here for just a moment.

Mr. **Darden**. And in that regard, we will be available as a panel group later in the day. If it would help him, we would be glad to defer your opportunity for questions, if it suits you, until the panel appears. We will be back later in the program.

Chairman **Perkins**. Mr. Lehman, go ahead and ask questions.

Mr. **Lehman**. I just want to thank you so much for coming. And I just want to take a brief moment and thank the Chairman for holding these meetings here because I think it's going to be a very productive session.

Just you sitting with me here, I feel like I have never left the State of Florida.

Mr. **Darden**. Thank you, sir.

Mr. **Lehman**. I see so many friends out there. In fact, I haven't left, really, in spirit.

You, of course, have been a superintendent for a long time in one of the counties. Would you say that of the different pupils in our schools, some of them have greater needs than others?

Mr. **Darden**. There is no question about this, and we must have adequate fundings to provide for these differences.

Mr. **Lehman**. Previous to this Elementary and Secondary Education Act, during your personal experience as a superintendent of schools in this State, were additional funds given to these economically deprived children to help them?

Mr. **Darden**. It was primarily done, Mr. Congressman, in terms of individual teacher's ability to lend additional assistance in a total-class situation. We did not have specialized help, we did not have reading programs.

Mr. **Lehman**. Even though some needs were greater than others, there was not additional funding for these greater needs?

Mr. **Darden**. Generally speaking, that is very true. No, sir, we did not.

Mr. **Lehman**. And now, under the Elementary and Secondary Education Act, you do have extra funds for some of these youngsters who, because of their economic deprivation, do have these extra needs?

Mr. **Darden**. Yes, sir. Particularly at the elementary school level we concentrated and we are now seeing very decisive effect taking place at the elementary school level. We don't have full funding of the program, therefore we don't serve all the children. But those we can serve are getting services that they need, deserve, and ought to have.

Mr. **Lehman**. That's what I wanted to hear.

Chairman **Perkins**. Thank you very much, Mr. Darden.

Mr. Chris Cross, do you have any questions?

Mr. **Cross**. No, I will wait until later.

Chairman **Perkins**. All right. I am going to switch things around a little here. I'm going to see if Dr. Garvin H. Johnston, superintendent of schools, is here.

You come on around, Doctor. And, Dr. Clyde Muse, superintendent of Meridian, Miss. Is he here, too?

Dr. **Johnston**. Dr. Muse is here.

Chairman **Perkins**. I am going to let you proceed first, Dr. Johnston. I do want to state that before we began operating under the continuing resolution for fiscal year 1973, Mississippi received $67,257,505. Under the special revenue-sharing proposal Mississippi will only receive $52,548,000, a net loss of $14,709,505. I will explain to you where those losses come about if you don't have those figures.

But you just go ahead, Dr. Johnston, and without objection your prepared statement will be inserted in the record. You proceed in any manner you prefer. I am delighted to welcome you here. I have served in the Congress with some of your outstanding colleagues.

STATEMENT OF DR. GARVIN H. JOHNSTON, SUPERINTENDENT OF EDUCATION, STATE OF MISSISSIPPI

Dr. JOHNSTON. Thank you very much, sir. I hear them speak very highly of you, and we are certainly grateful for the opportunity to be here today.

I have prepared for you a statement and a summary of it which I hope you will accept.

Chairman PERKINS. Without objection your statement will be inserted in the record. You just go ahead and summarize it in any way you wish.

[The statement referred to follows:]

STATEMENT OF G. H. JOHNSTON, ED. D., SUPERINTENDENT OF EDUCATION, STATE OF MISSISSIPPI

1. Mississippi has 150 school districts which enroll 523,000 students in the public schools of the State. These 523,000 students represent 88.9 percent of all students attending elementary and secondary schools of all types including the private, parochial and church related schools.
2. At the present time the State provides about 53 percent of cost of operation of public elementary and secondary schools, local districts provide 26 percent, and the federal government about 21 percent.
3. The plight of State and local districts in attempting adequate finance of public education is a critical problem. Economists tell us that 72 percent of our national income comes from salaries and wages, 12 percent from corporate income, and 7 percent professional income and income of unincorporated business enterprises. These 3 sources comprise 91 percent of the total national income. These 3 major sources of possible tax revenues have been preempted by the federal government to a great degree. This emphasizes the need for greater sharing at the federal level of the cost of education.
4. All Federal legislation should be designed to support and strengthen education as a State function.
5. Many districts in Mississippi have a concentration of deprived children in excess of 70 percent of the total resident school population. This requires greater financial effort than the State can provide.
6. Approximately 46 percent of the resident population of target schools are from economically and culturally deprived homes.
7. There are approximately 259,000 enrolled in Mississippi public schools from deprived homes of less that $2000 income.
8. These 259,000 children have a double handicap; one they acquired within their families and another which society imposes upon them by manifesting negative attitudes and intolerance toward poverty, racial and religious differences.
9. It is toward these 259,000 children that Mississippi has directed its title I efforts, although lack of sufficient funds has liimted the number served to 184,554 children.
10. Critics of ESEA have not seen the differences which come when a child begins to recognize his worth as a human being as a result of new found achievements.
11. Mississippi through title I has been able to employ 3,269 professional staff members, and 3,438 non certificated employees who work with the professional staff.
12. See attachment "A" for emphasis of the need for compensatory programs.

CONCLUSIONS AND RECOMMENDATIONS

1. We recommend Chairman Perkins for an early introduction of H.R. 16 and H.R. 69 and for the proopsal to extend ESEA for 5 years.

2. We urge the adoption of the $4,000 low income figure and also urge the adoption of the floor amount with guaranteed amounts for specific time frames. We approve the $300 per formula child for distribution and use of formula contained for distributing additional funds.

3. We urgently recommend elimination of AFDC children from the formula for distribution of money. These children are actually counted twice by this means. This penalizes the poor States and rewards the wealthy States.

4. We are of the opinion that parts B and C should be brought into part A. The amounts involved are too small for effective use.

5. We strongly urge provision of State administrative funds as title V, parts A and C.

6. Legislation should impose on the U.S. Office of Education the requirement to provide program assistance instead of adopting the role of adversary. Practically all have backgrounds of civil rights orientation and continue to think of ESEA as a civil rights program rather than an instructional program.

7. There is a need for inservice training of HEW educational program auditors. All are fiscal auditors who are required to make judgments on educational programs in which they have no background of training nor experience.

ATTACHMENT A

TABULAR DATA ON SELECTED SCHOOL DISTRICTS

School district	Resident population	Enrolled population	Low-income population	Percent low income	Eligible participants
Anguilla Line Consolidated	1,263	950	1,069	84.7	950
Benton County	2,080	1,848	1,606	77.0	910
Bolivar County No. 3	2,314	1,805	1,974	85.3	1,240
Claiborne County	2,731	2,468	2,213	89.0	1,600
Coahoma County	4,618	3,877	3,562	77.1	2,966
Drew Separate	2,008	1,385	1,596	79.5	678
Holmes County	7,398	4,951	5,685	76.9	3,247
Humphreys County	4,641	3,713	3,214	69.4	1,794
Jefferson County	3,316	2,562	2,961	89.4	1,720
Leflore County	5,681	4,940	4,435	78.1	4,243
Marshall County	5,184	3,980	3,911	75.7	2,250
Noxubee County	4,084	2,501	3,349	82.6	2,380
Quitman County	5,376	4,242	3,655	68.0	3,131
Tunica County	3,815	3,079	2,529	66.6	2,382
Walthall County	3,255	2,889	2,344	72.0	1,754
Western Line Consolidated	2,500	2,100	1,700	68.0	1,185
West Tallahatchie Consolidated	2,951	2,413	2,404	81.8	1,945
Wilkinson County	3,530	2,535	2,259	64.0	1,358
Total	66,745	52,238	50,466	78.3	35,733

ATTACHMENT B

SUMMARY STATEMENTS OF SUCCESSFUL TITLE I PROGRAMS

CANTON SEPARATE SCHOOL DISTRICT

Activity—reading-language arts

The specific objectives of the reading-language arts activity in the Canton Separate School District was to improve the reading level of each child by .9 during the school term or one grade level above his present standing, based on standardized test; to make marked improvement in the development of each child's skills in listening and communication.

The reading-language arts programs was organized so that both individual and small group instruction could be easily arranged through flexible scheduling depending upon the intensity of the needs of each child. Reading centers equipped with trained personnel, multi-level materials, electronic and visual aids, and low pupil-teacher ratio have been established for these activities.

Standardized achievement tests given in March of 1972 indicated that much progress had been made toward the established goal as set forth in the objectives. Examples are as follows: Grade two, 144 participants .8 year gain; Grade three, 170 participants .7 year gain; Grade four, 294 participants .6 year gain; and Grade six, 280 participants .7 year gain.

COFFEEVILLE CONSOLIDATED SCHOOL DISTRICT

The Coffeeville Consolidated School District established as an objective for their Title I remedial reading program the elevation of the reading level of each participating child by .5 of a year during a nine month test. The achievement history of these children reflected a range of from 1 to 5 grade levels below the level where they should have been achieving. Special remedial reading rooms were set up in each school. Teachers were provided in-service training to assist them in preparing to meet the special needs of the children. A varied selection of materials and visual aids was provided in keeping the ability of the children to handle the material content. Evaluation of the remedial reading program at the end of 7 months indicated that the mean gain had exceeded the original objective. Out of the total group included in this activity, 31% registered gains in excess of one year during the 7 months and an additional 30% scored less than one year but exceeded the established objective.

COVINGTON COUNTY SCHOOL DISTRICT

The Covington County School District established as their main objective under Title I, ESEA to provide experiences and to develop skills and concepts necessary to bring all participating students up to the appropriate grade level in reading. No specific level of anticipated gain was set, however, definite attach procedures were established and implemented.

The Open Court approach was used as one approach and the Ginn 360 Self-Help Activities were utilized along with the Economy Company's Phonics Program. All of the above programs helped to develop strong communication skills, listening skills and basic writing skills. Sixteen reading teachers and one reading supervisor were employed under Title I to strengthen the staff in the regular program in the area of reading. A variety of instructional materials and supplies were purchased to support this activity. Commercial concerns provided consultants and held in-service training programs on the proper utilization of the materials. Test data was secured through the use of the California Achievement Test. The first grade students reached a grade point average of 1.5. The second grade children reflected an average gain of 1.1 year during the project period and the third grade participants attained at an average of 1.2 years.

FRANKLIN COUNTY SCHOOL DISTRICT

The specific objective of the Franklin County reading program was to gain at least 9 months growth in reading ability during the school year. Along with this specific objective it was hoped that those participating would develop a love for communication skills, and be provided an opportunity to engage in free expression, listening, observing, and reading. The results of a recognized standardized test was utilized to determine the rate of individual growth.

The program was designed for 218 students in grades 1–3 and 311 students in grades 4–6. The activities were implemented in reading centers that have been established and which contained multi-level materials, visual aids and a well trained staff.

Standardized tests given near the end of the school year indicated the following results:

	1971 average	1972 average	Gain average
Grade:			
1	0	2.1	2.1
2	.8	2.6	1.8
3	2.0	3.4	1.4
4	3.1	4.3	1.2
5	3.3	4.2	.9
6	4.2	5.6	1.4

GRENADA SEPARATE SCHOOL DISTRICT

The Grenada Separate School District, through Title I, ESEA, established as an objective in reading and language arts the elevation of the reading level of all participating children by at least a 1.5 grade level in a nine month period as reflected by Stanford Achievement Test. The achievement history of these children as reflected by standardized achievement tests administered in April, 1971, showed 36% or 1,142 children in grades 1–8 were 1 to 4 grade levels below in reading achievement.

A developmental reading program was established for grades 1–3. A reading supervisor and 10 teacher aides were provided to work with the elementary teachers in the area of reading and language arts. In-service programs were held with teachers and aides. Key aspects of the program included the selection of high interest, low reading level materials along with supplementary books.

The district did not reach the established goals set, however, data reflects the gain as measured by the Stanford Achievement Test clearly points out that the program was successful. Test data for the first grade indicates the median for reading in 1971 was 1.3 and for 1973 it was 1.6. The level of increase over the previous year by second and third grade participants revealed that an increase of .6 was attained.

Dr. JOHNSTON. Mr. Chairman and members of the committee, I am G. H. Johnston, Superintendent of Education for the State of Mississippi, and with your permission, which you have given me, I wish to present the following statement to the committee.

Mississippians are grateful for the assistance provided for their children through the Elementary and Secondary Education Act. This act has provided a promise and a hope for a better way of life for many deprived children in our State. Through the provisions of ESEA the individual needs of children are recognized and programs are developed which aid in providing children with skills necessary for effective and productive citizenship.

Mississippi is not a wealthy State and is essentially rural in nature. There are large numbers of deprived children, a fact of which we are not proud. We are proud, however, that our people have recognized this problem and have determined to provide the best possible educational program within the framework of our resources.

It should be of interest to you to know that within the past 5 years Mississippi has increased its State appropriation for the minimum education program by $126,707,856 which represents a 138 percent increase.

This increase was provided during the most crucial period of the history of our State in the past 100 years. These were the years when the schools were required to dismantle the dual school system and provide a complete integrated public school system for all the children of the State.

There were many who thought the State would abandon its system of public education, but this did not happen. Instead, the State committed itself to preserving, maintaining, and improving its public school system.

Today there are approximately 89 percent of all children in the State attending public schools. That is, children of the elementary and secondary school age. This amazes many people who have heard exaggerated stories of the growth of private schools in our State. Approximately 41,000, or about 7 percent of all the children in elementary and secondary schools withdrew and entered the segregated private schools. There are about 4 percent in parochial and church-related schools which have been in operation for many years.

This should indicate to you the faith and confidence which the people of Mississippi have in their public schools. At the present time the State provides about 53 percent of the cost of operation of the public schools, the local districts provide about 26 percent, and the Federal Government the remaining 21 percent.

As you are keenly aware, there is increasing resistance throughout the Nation to increase taxes at the State and local level. Any increase which we may anticipate from the State level will have to come as a result of an increase in the State's economy. The resistance to increases in local property taxes is even greater.

As you gentlemen know, 98 percent of all local school revenue comes from property tax. Economists tell us that property is becoming less and less related to the source of income for people.

For example, 72 percent of our national income comes from salaries and wages, 12 percent from corporate income and 7 percent from professional income and income of unincorporated business enterprises. These three sources comprise 91 percent of the total national income. Thus, only 9 percent has a fairly close relationship to property.

The three major sources listed above have, to a large extent, been preempted by Federal taxation.

I mention these matters to emphasize to you the plight of State and local districts in attempting to provide adequate finances for schools. All of this indicates the need for greater sharing at the Federal level in providing much needed increase in school funds.

As great as the need for increased Federal funding for public schools continues to increase, it should be strongly emphasized that all Federal legislation and U.S. Office of Education regulations for implementing such legislation should be designed to support and strengthen education as a State function. Much Federal legislation in recent years has tended to undermine and weaken education as a State function.

It is generally agreed by all authorities in the field of education that strong State departments of education are absolutely essential if we are to provide and maintain strong and viable education programs at the local levels. The Federal Government can pour millions of dollars into programs, but unless there is strong leadership at the State level, these programs can never realize their full potential.

There are a large number of districts in Mississippi which have concentrations of deprived children in excess of 70 percent of the total resident school population. The high concentration of these children call for efforts far beyond that which can be generated through State and local efforts.

It is essential that ESEA be continued and that we reaffirm our commitment to deprived children to persist in providing supportive educational assistance which shows the promise of a better day.

The problems associated with the extreme limits of deprivation are of such magnitude that they escape all but the most perceptive mind and heart. The resulting disadvantage of a poor, depressed environment is clearly reflected in the inability of children to cope and function in an abstract world.

According to the results of studies conducted by local districts, it has been established that 46 percent of our resident population of the target schools are from economically deprived homes. As was pointed out above, many of the districts have concentrations of deprived children in excess of 70 percent of the total resident school-age population.

Based on unsupported data, we estimate that in excess of 295,000 of the children being served by the public schools of this State are from families whose income falls below the $2,000 low-income level.

These children from economically and educationally deprived families come from homes where the family structure is unstable, more than one-half of the families are fatherless and when the father is present, he spends little time at home. Family members are numerous and living space is limited. Privacy is a luxury.

These disadvantaged children whose families are in the lower socioeconomic class are confronted with a double handicap; the one they acquired within their families and the one society imposes upon them by manifesting negative attitudes and intolerance toward poverty, racial and religious differences, and different family and cultural living patterns.

Each year these target schools receive a new group of beginning children who have never had a story read to them, they have never held a pencil nor had an opportunity to draw a picture. A manipulative toy or game is an unknown joy to them.

These are the children ESEA, particularly title I, serves.

It is these educationally and culturally deprived children that Mississippi has directed its title I funds toward. It has been a means for analyzing problems of educationally handicapped children.

Prior to title I, due to limited budgets, most school districts were able to provide children with the bare elements of an educational program—a classroom, a chair, a teacher with 40 or 50 children and a few books and instructional materials. This is no longer true. Title I is making the difference. Title I has enabled schools to employ additional teachers and teacher aids on teams and are teaching the individual rather than the group.

Many districts have organized classes for educationally mentally retarded and those with learning disabilities. Special teachers have been selected and trained to meet the special needs of educationally deprived and disadvantaged children by use of the latest and most successful teaching methods, materials, and procedures.

We know more about how children learn, when they learn and where they learn than we have been known before.

To insure success of the many new programs, massive inservice training programs have been and are presently being conducted. Programed instruction, individualized instruction, and team teaching require continuous training for all personnel involved. Teachers and administrators are working harder than I have ever seen them work in all the years of my teaching career.

Organizationally and administratively, the schools of Mississippi have readjusted its instructional program, acquired the services of highly specialized educators, and built up an inventory of equipment and materials to meet the needs of educationally handicapped children. All of this was done on the assumption that financial assistance through ESEA would be continued and expanded.

There have been critics of ESEA legislation across the land. These critics have not seen the difference that comes when a child recognizes his work as a human being brought about as a result of new-found achievement and success. ESEA has made a difference for thousands of children in Mississippi school districts.

The availability of funds for compensatory education through ESEA for the current school year has permitted local districts to secure the services of 3,269 professional staff members and of 3,438 noncertificated staff members. According to approved projects, we are providing compensatory educational services for 184,554 children.

As I noted above, we have in excess of 259,000 children whose family income falls below the $2,000 low-income level. The funds available to us are insufficient to meet the needs of all these children whom we should be serving

The need for a strong compensatory program is demonstrated by attachment A which includes only seventeen of many more similarly situated districts in Mississippi. And I would call your attention to attachment A in the back which lists these 17 districts.

To point out what we have in many, many of our other districts, I will just call your attention to several of them here.

Anguilla Line Consolidated District has a resident population of 1,263, enrolled population 950, low-income population 1,069, percent low income 84.7, eligible participants 950. You can run on down any of these.

Leflore County 5,681 resident population, 4,940 enrolled population, 4,435 low-income population, 78.1 percent low income and 4,243 eligible participants.

Mr. Chairman, I have a little information here that is not available in my material.

Chairman PERKINS. You go right ahead. We want that put in the record.

Dr. JOHNSTON. I thought you might be interested in knowing, I just received this information yesterday morning and made a few notes before I left home.

On the family income level, 17 percent of all the families in Mississippi receive less than $2,000.

Chairman PERKINS. Seventeen percent of all the families in Mississippi?

Dr. JOHNSTON. Receive less than $2,000; that is right.

Eight percent of the families receive between $2,000 and $2,999. We have that for 25 percent of all the families in Mississippi who have a total family income of less than $3,000.

Thirty-three percent of the families receive less than $4,000 income.

Chairman PERKINS. 33 percent?

Dr. JOHNSTON. Right. We have 180,525 families who have incomes of less than $4,000.

Chairman PERKINS. How many thousand?

Dr. JOHNSTON. 180,525 families whose total family income is less than $4,000.

Now, a little other information that I think may be of interest to you here, if I may present it here.

Chairman PERKINS. How many children are now counted under the formula for allocation of funds?

Dr. JOHNSTON. 269,000. We were only able to serve 184,000 of those because of limited funds. We start on the lower level and work up.

Chairman PERKINS. I will get into that a little more when you finish.

Dr. Johnston. I think another item of interest to this committee, Mr. Chairman, would be something on the distribution of additional income in our State. It is not only very small per capita income, but the distribution is so inequitable. For instance, 33 percent of the families in Mississippi earn 81 percent of the total income.

Mr. Lehman. Would you go over that again?

Dr. Johnston. Yes, 33 percent of the families in Mississippi earn 81 percent of the total State income. Of course, this means on the other end that 67 precent of the families earn the remaining 19 percent.

Another figure which is of some interest is that 57 percent of the families earn 13 percent of the total State income, while 43 percent of the families earn 87 percent of the total State income.

Another item which I thought would be of some interest to you——

Chairman Perkins. You got those figures from the Department of Commerce, I presume.

Dr. Johnston. Yes, that's right. These are off of the census.

Chairman Perkins. Fine, you go ahead.

Dr. Johnston. Mississippi ranks No. 13 in its efforts for expenditures to public schools, devoting 5.13 percent of its personal income toward education. It ranks No. 4 in the percent of total tax as a percent of personal income. We have a 5-percent sales tax and a 5-percent income tax on personal and corporate income in the State.

I thought you would be interested in knowing something about the range and ranking of the districts in the State. The range of expenditures runs from $967.22 as a high, to a low of $426.93. The medium expenditure was $599.73.

I have tried to give you some background here on the general situation in our State concerning the number of children who are being served and who are deprived in our State, and in conclusion—and you will find this in this statement and also in the summary which I gave to you—in conclusion, I wish to make some observations and submit some recommendations concerning specific areas of ESEA.

I commend Chairman Perkins on the introduction of H.R. 69 and H.R. 16 early in the 93d Congress. I strongly favor legislation which proposes to extend the Elementary and Secondary Education Act until June 30, 1978. I urge favorable consideration of this legislation by the Congress.

I strongly support H.R. 69 and the proposed change in the low-income factor from $2,000 to $4,000 as a base to determine the number of children to be counted for allocating purposes.

Chairman Perkins. Now, why do you make that statement, Doctor?

Dr. Johnston. Because of the fact that $2,000 does not come anywhere near the need for providing compensatory education to the 259,000 children whom we have in our State, when we are only now providing services for about 184,000, and when there has been an increase in the cost of living.

Chairman Perkins. And in income.

Dr. Johnston. And in income, that's right, since the 1965 enactment of this, makes it almost mandatory that some adjustments be made in this.

Chairman Perkins. How high do your AFDC payments go?

Dr. Johnston. Up to about $1,600. None of them get above the $2,000 mark.

Chairman PERKINS. You presently find cases in New York and California which go above $6,000. Those children are counted just the same as your children who are under the $2,000 income level, and they are able to use either one-half the State average or one-half the national average, whichever is higher. In those two States, I think the State averages the better for them.

You still feel that we should go to one-half the national average with the limited resources of Mississippi, if you are going to have quality education down there?

Dr. JOHNSTON. That's right; yes.

Chairman PERKINS. There has been some opposition that has sprung up to the one-half of the national average. We wrote that provision in the impact aid legislation back in 1962. I offered the amendment, myself.

Dr. JOHNSTON. Yes; that's right.

Chairman PERKINS. I know that in your State—you were 52 or 53—you were getting very little money.

Dr. JOHNSTON. Very, very little.

Chairman PERKINS. Some $14 or $15 per child, whereas some States were getting several hundred. There is just no equity to that. There is no difference like that in the cost of living. If we are to talk about quality education, you have to have your standards elevated in the South.

Dr. JOHNSTON. We sure have.

Chairman PERKINS. And I agree with what you are stating here.

Dr. JOHNSTON. I have a further statement on that.

Chairman PERKINS. You go ahead, I want to hear it.

Dr. JOHNSTON. Mississippi would suffer a substantial reduction in funds should the $2,000 be retained. Such a reduction would serve to drastically reduce the number of disadvantaged children to be served.

While a $3,000 low-income factor would minimize the impact of reduction on Mississippi, it does not appear to be a realistic figure to be considered at this point in time.

Based on increases of family income and a general improvement in the standard of living since 1960, I consider the $4,000 low-income figure to be a more appropriate one for the purposes of determining allocation.

Chairman PERKINS. And then if there are any differences in the cost of living in any of the seaboard cities or States or the west coast where they pay over and above $4,000 for AFDC and count those children, you would figure that would more than compensate?

Dr. JOHNSTON. They count them twice, actually. You see where they do that, they count them in the census and then they count them as AFDC, so there is a double dipping in there that has to be taken into consideration. I'm sure you're familiar with that.

Chairman PERKINS. Well, they have been doing that.

Dr. JOHNSTON. Yes, sir; I know that you all are aware of this.

H.R. 69 also proposes a minimum of $300 per formula child plus the distribution of any additional funds based on one-half of the average per pupil expenditure in the State or one-half of the national average, whichever is greater. That is what you were speaking to a moment ago.

This would be a great step forward in making the grant more equitable for the poor States such as ours. As was noted above, many eligible Mississippi children have not been able to benefit from the provisions of ESEA because funds have been insufficient to effect a concentrated program for all those who have extreme needs.

I have a card here on this distribution of funds which I had hoped to show here that Mississippi ranked No. 47 in the average daily attendance expenditure of $634.

New York ranked No. 1 with $1,468.

Now, this is taken from the ranking States in 1971 and 1972. The U.S. average was $929, so this gives you some idea of the differences.

Then the funds allocated to a State who ranked above the national average of $929, and the State who comes below, as does ours, is $634, where we get 50 percent of the national average and the States who go above—and, incidentally, there are, I believe, 19 States that rank above Mississippi in that particular——

Chairman PERKINS. Kentucky is found pretty low. And I feel that all children in the country should be treated equally.

Dr. JOHNSTON. I have a statement to that effect in here, sir.

Chairman PERKINS. I have worked hard to get that one-half the national average provision in there and I had a devil of a time doing it, I'll tell you that. We need all the support we can get now to keep it, too.

You go ahead.

Dr. JOHNSTON. The use of AFDC children in the formula should be eliminated. This favors the wealthy States which are able to make higher payments than Mississippi and unduly penalizes poorer States such as ours.

It should be pointed out that these children have already been counted in the taking of the census. This actually provides for counting these children twice and rewards the wealthy States and penalizes the poor States. All Federal funds should be distributed on an equitable basis for all States.

The formula should not penalize any State for being poor. It seems to me that all Federal legislation effecting education should reflect the equality of opportunity concept now maintained by Federal courts for schools within districts and districts within States. Equality of Federal education support for each child should serve to insure that a child in Mississippi would have equal opportunity with children in all other States. I'm speaking of Federal support.

Parts B and C as they appear in the present funding structure could better be dissolved and brought into part A. The cause of disadvantaged children will be served in a more effective way by pooling these resources. The limited amount of funds, in the case of Mississippi, creates problems both in programing and accounting. You are familiar with what I have reference to here, the flow-through to the districts and the incentive glance.

The improvement of educational programs is going to depend more and more on strong leadership by State departments of education. All Federal legislation should be designed to support and strengthen education as a State function. This is what ESEA, title V, part A has helped to do.

I urgently recommend the continuation of title V, parts A and C, for strengthening State departments of education and providing for greater capacity for planning and evaluation than has been possible in the past.

When the Congress provides funds for strengthening State departments of education, it is a safeguard against further Federal encroachment in the area of administration and I earnestly solicit your support for inclusion of funds for title V, parts A and C.

Over the past several years I have been distressed and appalled by the manner in which the U.S. Office of Education has related itself to States and local agencies. I have found an almost total absence of knowledge on the part of the U.S. Office of Education staff concerning educational programs.

The experimental background of most of the U.S. Office of Education staff in compensatory education can be traced back to a civil rights orientation. Practically all ESEA program reviews have been influenced by a civil rights point of view. We have had little or no assistance from the U.S. Office of Education since the inception of ESEA.

It would appear to be wise of new legislation to impose on the U.S. Office of Education a requirement to provide program assistance instead of permitting the continued role of adversary. The Mississippi Education Department is currently going through an HEW audit and a settlement procedure on a prior audit with the U.S. Office of Education. We have learned through the settlement procedure that there has never been any kind of formal in-service training for HEW auditors by the U.S. Office of Education.

Yet, the State education agency finds itself in constant defense of educational decisions and programs questioned by auditors who admit to no experience or expertise whatever in the area of educational programs. They are fiscal accountants making judgmental decisions on educational programs.

There appears to be little, if any, coordination by the two Federal agencies involved. The resulting effect is that the State agency consumes itself trying to defend a position which is educationally sound and well within the law and regulations.

Chairman PERKINS. I want to invite your attention to the fact that I will hold some oversight hearings on this very problem any time that you call it to my attention in Washington.

Dr. JOHNSTON. Thank you very much.

Mr. Chairman, this concludes the formal statement which I have here to present to this committee. I have the same reservations which have been expressed by the gentleman who preceded me on educational revenue sharing, that the provisions of the act we think lack a lot to be desired if we are to continue to do an effective job of providing educational services, particularly for the deprived and the culturally and the disadvantaged in our State.

Chairman PERKINS. I am sure you realize that there will be $520 million under this so-called special revenue sharing package, less money than under the present programs according to HEW Secretary Weinberger.

And this cutback comes about because there will be no money for our "B" children in the impact aid program, which amounts to $338 million.

There will be no money for library books under title II of ESEA, which was $9 million in 1972; no money for textbooks, $50 million under title III, NDEA; no money for State departments of education, which was $3 million; and a decrease in funds for title I of some $12 or $15 million under their own proposal.

And I don't think the State of Mississippi, with all the problems you have down there, is in any position to lose $14,709,505 under this so-called special revenue sharing package.

Dr. JOHNSTON. That's right; yes, sir.

Chairman PERKINS. I think that before we submit to questions, we will hear the gentleman from Meridian, Miss.

You go ahead and make your statement, Dr. Muse.

Without objection, your prepared statement will be included in the record at this point.

[The statement referred to follows:]

STATEMENT OF CYDE MUSE, ED.D., SUPERINTENDENT OF MERIDIAN, MUNICIPAL SEPARATE SCHOOL DISTRICT, MERIDIAN, MISS.

Honorable Mr. Perkins and Members of the Committee: Thank you for your invitation to appear before this committee and testify concerning the extension of the Elementary and Secondary Education Act of 1965 or H.R. 69. I will testify on the results of Federal programs on the operation of the Meridian Municipal Separate School District.

The services provided students of this school district from Federal sources are both essential and indispensable. Funds from Title I of P.L. 89–10 have been used to overcome some of the accumulated deficiencies found in the skills development of the educationally deprived pupil. Teachers in this school district are only just beginning to ascertain the intergroup and interpersonal needs of the deprived child. Special programs for educationally deprived children have only been recently developed and implemented within the on-going total program. Personnel in the Meridian schools are in the process of developing meaningful systems for the acquisitions of eduactional skills by the Title I type child. Recent research, stimulated by Title I program needs, concerning the effect of these special programs on the deprived child is enabling the school district to determine the best prevailing practices for these pupils. A cadre of trained personnel has been developed who can only now function more effectively with the educationally deprived pupil. A strong in-service and supervisory program provided by highly trained supervisory personnel employed with Title I funds has contributed to the development of this cadre of trained professional and para-professional personnel. Considerable funds have been spent and are still desperately needed to purchase materials especially designed for the Title I type pupil. Concentrated services for the educationally deprived continue to be highly essential.

Title II ESEA funds have permitted this school district to purchase books, filmstrips, records, and tapes for the learning centers of this district during 1971–1972. Multi-level materials purchased from these funds have enabled the teachers of the district to accommodate the learning styles of particular groups of pupils. Additional processing services purchased have facilitated the immediate delivery of the media to the learners in the schools. Title II has been extremely useful in providing media for those curricular areas which local funds cannot accommodate.

Regional accrediting standards demand certain levels of library resources. Title II funds have enabled this school district to maintain a level of library services which meets these standards. I doubt that such would be possible in today's proliferation of books and media without assistance of such nature as provided by the Title II program.

The Meridian Municipal Separate School District has been specifically well served by programs from the Title III of P.L. 89–10. Three projects have influenced the organizational structure of the elementary schools as well as curriculum content in two subject areas. The organization of pupils, teachers, time and content in the elementary schools has been largely determined by a Title III grant which enabled the personnel of this district to experiment with different patterns of organization and the subsequent development of a model for the organization of all elementary schools. Empirical evidence indicates that considerably more success in learning activities has been experienced by children in the present non-graded structure of the district's elementary schools.

Another Title III project permitted the intstallation of an individualized approach to the teaching of a mathematics continuum in the elementary schools. This same approach at the organization of content and reporting of pupil progress in a mathmetics program is presently being extended through grade twelve. Without the knowledge and skills acquired with the elementary program, this would not have been possible.

Another Title III 89–10 project has resulted in the development of a total English program for the high school grades. This is the second year of a three year grant. This exemplary program has resulted in the growth of pupil achievement in the skills areas of English, more pupil involvement in determining his needs, more individualization of learning experiences and a broader program of offerings in this subject area.

More generally, school districts of the state and nation have been able to find the stimulus needed to change from what they have been doing in school to what has been found worthwhile by experimentation elsewhere. Not all innovative programs are successful; not all innovative programs can be adopted elsewhere; not all of the programs developed by Title III ESEA stimulation find their way to other districts. However, as with many programs of this magnitude, enough new research and changes have been developed through Title III to force educators to take note of their practices and to become aware of the basic changes needed in the traditional program. This has certainly had a profound influence on modern education in today's society.

Section V. of the ESEA has been able to increase services of the State Department of Education to local school districts. They have been able to conduct statewide programs for education that, as they become implemented, have strengthened the education for children. This program though not as directly visible to everyday school programs, has significant overall benefit to the educational system.

Title VI, P.L. 89–10 has provided funds for day camp activities in the summer for mentally retarded children. Materials and the services of trained personnel have been purchased from these funds. In addition, supervisory assistance for some phases of the program for the mentally retarded have been financed with Title VI funds.

About 10% of the funds of the Meridian Public Schools is derived from the federal programs under discussion. The major portion of the school district's support is derived from state and local revenue. The taxable income in the State of Mississippi is minimum while the costs for education are ever increasing. We are constantly besieged with requests to improve our education system, provide more and better services, pay personnel more equitable salaries and give individual students more attention. The remedial, slow student requires more specialized instruction, the library needs to obtain an increasing amount of book and non-book materials, etc. Local taxation on property has reached its maximum limit.

Federal programs have funded the salaries of 23 professionals and 107 paraprofessional personnel from Title I of the Elementary and Secondary Education Act during the 1972–1973 academic year. This is a commitment of some $331,611 in salaries which is approximately 8.3 percent of the total budget for salaries of instructional personnel of the district. From Title III of ESEA or P.L. 89–10, three professional personnel and five para-professional are employed. This amounts to some $48,247 in expenditures for salaries. Under Title VI of P.L. 89–10, one professional is employed at a salary of $6,239.

Total funds for programs financed by Titles I, II, III and VI of P.L. 89–10 for fiscal 1973 for the Meridian School District totals $519,818.

This is 9.2 percent of the total budget of this school district. P.L. 874 provided for $64,994 in income for 1971–1972 for one percent of the school budget. Curtailment or elimination of services provided by these four titles of P.L. 89–10 would seriously affect the educational program of the Meridian Municipal Separate School District. Disruption of the orderly process of program development, implementation, and professional training of personnel skilled in teaching the educationally deprived would occur if Title I funds were either curtailed, eliminated or not forthcoming. A large number of personnel, programs, and most importantly, children would suffer immeasurably. This would be true also if funds were not available in time for the planning and employment of personnel required for conducting the 1973–1974 school program. The personnel of this school district have provided programs and services for the deprived pupil by overcoming the skill deficiencies accumulated over a long period of time. Severe regression would occur in the development of the educationally deprived child if Title I funds are not allocated. The process of determining good prevailing practice for pupils with education handicaps is difficult, time consuming and meticulous. To disrupt this process would be harsh to a segment of pupil population who deserve more humane treatment.

Personnel with specific specialties for teaching the child with problems have only recently become available to school districts. These personnel can provide instructional and supervisory roles not previously prevalent in smaller districts such as ours in Meridian. If the school district had to absorb these personnel into the regular school program, a tremendous loss of specialist talent would occur. Individuals with special learning problems would be the first to suffer. Personnel would become disillusioned and morale of the entire teaching staff would be affected.

The number and calibre of personnel attached to this school district comprises a total of 162 professional and para-professional personnel, an extremely significant number in comparison to the 802 total staff employed. This school district, in attempting to provide a quality education program for all of its children, under extremely trying circumstances, would be hard pressed to continue offering a substantial number of educational programs to students needing the most help and for which the federal funds are used. In all likelihood, a severe cutback in these programs would result in increasing problems of the special segment of our population who have been helped.

Learning materials purchased with funds through Title I and Title II, P.L. 89–10, have been of immeasurable value to this school district. Teachers, furnished with sufficient teaching resources, can achieve the objectives set for this school district by the citizens of this community.

Certain objectives require specific types of learning materials. Title II funds have enabled the personnel of this district to purchase these special types of materials. Without these funds, the effectiveness of classroom instruction will be somewhat limited. Resources containing many types of media are necessary in classrooms with pupils possessing different learning styles. Title II funds have contributed to a situation in this school district in which schools are beginning to accumulate adequate sources of teaching materials.

Without funds from Title III of P.L. 89–10, this school district would not have the capability to bring about the internal changes necessary for effective program development and the formation of an efficient organization for the elementary schools. Development of curriculums and the necessary instructional systems are expensive procedures which are beyond the means of this district. Research and development money of this type is very essential if schools are to reflect the expectations of this community. Title II funds are a must if schools are to be characterized as dynamic in nature. Local and state funds provide for a minimum program and little else. The educational enterprise needs funds for research and development as much as other institutions in our society.

Title VI of P.L. 89–10 has provided funds for services to the mentally handicapped. Services to this type of student are very expensive due to the low pupil-teacher ratio and the special materials and equipment required for teaching purposes. If this source of funds being provided the mentally retarded is withdrawn, supervision of the program would suffer and limitations would have to be placed on summertime activities.

P.L. 874 has provided this district with $64,994 during the 1971–1972 academic year. This money was the only general aid to this school district from federal sources. Without these funds, the general budget would be short this amount of revenue for the provision of services for pupils in this district. The amount does not seem significant until viewed from the perspective of a school district at its legal limit for the purpose of levying taxes for the support of its schools. Without the assistance of money, this impacted school district would have difficulty in meeting the accreditation standards as set by the Southern Association of Colleges and Schools.

The financial provisions as set forth in H.R. 69 would allow the Meridian Municipal Separate School District to maintain an acceptable level of services to its pupil population. These provisions will permit a minimum of disruption in the present program of this district. This committee is to be commended for its efforts in the support of education in this nation. I heartily support your efforts.

The $300 allocation for each Title I type child would be much more realistic than the present allocation of $200 (in Mississippi). The cost of service to these identified children mandates such an increase for the provision of effective programs. However, a word of caution must be entered at this point. The procedure for the allocation of additional funds discriminates against this state and district. Fifty per centum of the average per pupil expenditure in the more wealthy states who spend more per pupil than the national average. This type of inequality in expenditure will not bring about an equality of educational achievement among the pupils in our nation's schools.

The method for the determination of the numbers of children to be counted for Title I, ESEA benefits further discriminates between the economically wealthy and economically poor states. The $4,000 poverty level index is more realistic than the present $2,000 amount. The provision, which allows a state to count children from families receiving an annual income in excess of $4,000 from payments under the program of aid to dependent children under a state plan approved under Title IV of the Social Security Act, permits a state with a higher standard of living to count more children than a poor state. The highest amount a family could receive in payments of aid to dependent children under the Mississippi plan is approximately $1,700. All welfare children in this state would fall under the provision of coming from families whose income is less than $4,000. Whereas, no child in Mississippi whose family receives $4,000 or more could be counted for Title I purposes, welfare children in other states whose families receive this amount or more can be counted. This is indeed discrimination against this state and school district.

Advisory committees on all levels must remain in an advisory capacity only. Policy making on the local level must remain the responsibility of the local school board. Decision making concerning professional matters must be the duty of the professionals of the district. Educational policy making as well as decision making must be retained by the local board of education.

SUMMARY OF TESTIMONY CONCERNING H.R. 69 BY DR. CLYDE MUSE

In summary, the following points must be considered relative to the effect of provisions of H.R. 69 on the education program of the Meridian Municipal Separate School District.

1. All funds provided by the provisions of H.R. 69 should be received and dispensed by the State Department of Education. The role of the Mississippi State Department of Education must be that of giving guidance and assistance to local school districts in the profitable utilization of these funds and to see that results are attained from programs financed.

2. The nature of the educationally deprived child is such that his needs must continue to be placed in a priority status. Pupils, who are without the educational advantages provided by wide experiences available to many children, should be given the supplementary attention necessary to overcome their educational deficiencies.

3. Funds received under the provisions of H.R. 69 would permit the retention of the present number of personnel employed to provide services to the children identified. If funding is terminated, services to the educationally deprived child must be eliminated. Special programs for the children identified in the Act are in the process of reaching fruition after a slow beginning and should not be terminated.

4. The loss of P.L. 874 funds would jeopardize the accreditation of schools in this district by its regional accrediting agency. The standards set by this agency establish a program of quality education. This school district meets these standards.

5. The loss of the funds provided by H.R. 69 would eliminate health and social services essential for meeting certain needs of the deprived child. These services are necessary for the proper development of the deprived pupil.

6. If funds provided under H.R. 69 are not continued, the highly trained professional staff developed to provide services to the identified children would have to be disbanded. Considerable time would have to be spent in the recruitment and retraining of a highly skilled staff to implement a quality program of services of the magnitude of the one now being provided.

7. It is imperative that local school districts know in the immediate future the prospects of federal funding to be provided by this Act. Personnel of the Meridian district are in the process of program planning for the 1973–74 school year. Personnel must be employed to staff these programs. For proper planning the personnel of this district must know, within a short period of time, the amount of funds to be received by the school district for the programs described in H.R. 69.

8. The committee chairman, Mr. Perkins, and members of the General Subcommittee on Education are to be commended for your past support of education. You are indeed committed to the welfare of this nation's school children. We, in Meridian, look forward to your continued support of this nation's schools.

STATEMENT OF DR. CLYDE MUSE, SUPERINTENDENT, MUNICIPAL SEPARATE SCHOOL DISTRICT, MERIDIAN, MISS.

Dr. Muse. Thank you, Chairman Perkins.

I would like to thank you and this committee for the opportunity to appear before you and to bring your attention to the fact that a school district in the State of Mississippi, which is relatively small, nevertheless has many of the problems which you might find in a larger district.

I have provided a statement for you and a summary, but I would like to point out two or three things as they relate to individual school districts that might be of interest to you concerning the Federal programs under discussion here today. The real thing we are talking about in our school district is services provided for children, and under Public Law 89–10, many services have been provided in the past 5 years and we have found them both essential and indispensable.

Funds from title I of Public Law 89–10 have been used to overcome some of the accumulated deficiencies found in the skills development of the educationally deprived pupil. Teachers in this school district are only just beginning to ascertain the intergroup and interpersonal needs of the deprived child.

The Meridian municipal separate school district has been specifically well served by programs of title III of Public Law 89–10. We have had three projects funded in our district since its inception. It has influenced the organizational structure of our elementary school, as well as the curriculum content in two subject areas: math and English.

Currently we have a title III project that involves pupil responsibility in the area of English. We are having excellent results, we think, in this area. We also, under title III, have a project permitting the installation of the individualized approach of teaching mathematics in the elementary school. This same approach to organization of content of report of the pupil's progress in the mathematics program is presently being extended through grade 12.

Without the knowledge and skills required in the elementary program, this would not have been possible. More generally, school districts in the State and Nation have been able to find the stimulus needed to what has been found worthwhile by experimentation elsewhere.

Now, not all innovated programs have been successful. Not all innovated programs can be adopted elsewhere, and not all of the programs developed by title III, ESEA, stimulation, find their way to other districts.

However, as with many programs of this magnitude, enough new research and changes have been developed through title III to force educators to take note of their practices and to become aware of the basic changes needed in traditional programs. This certainly has had a profound influence on modern education in today's society.

Title V of ESEA has been able to increase services of the State department of education to local school districts. Now, in our State of Mississippi, this is vital. In the past, our State department of education has not had the resources available to employ personnel to go out to our local districts to assist us in program planning and development, guidance, and consultive services.

They have been able to conduct statewide programs for education to implement and strengthen the education of all our children in the State, and we feel that this program is very vital, and we see it as a viable aspect in our school district. It has had s significant overall benefit to the educational program in our State.

Title VI has provided funds for day camp activities in the summer for mentally retarded children in our school district. I wish it were possible for members of this committee to see this activity and the things that we can provide our mentally retarded children in our district as a result of title VI.

About 10 percent of the funds in the Meridian public schools is derived from Federal programs under discussion today. The major portion of the school districts support is derived from the State and local level. The taxable income in the State of Mississippi is minimal, while the costs for education are ever increasing.

We are constantly besieged with requests to improve our education system, provide more and better services, pay personnel more equitable salaries, and give individual students more attention. The remedial student requires more specialized instruction, the library needs to obtain an increasing amount of books and nonbook materials, while local taxation on property has reached its maximum limit.

The total funds for our school district financed under titles I, II, III, and VI of Public Law 89-10 for the fiscal year 1973, totaled $519,818. Now, this is 9.2 percent of the total budget of this school district. Public Law 874 provided $64,948. Incidentally, this was all B money in our district.

Chairman **Perkins**. You cannot afford to lose that.

Dr. **Muse**. We cannot afford curtailment or elimination of services provided by these four titles. This $64,000 is 1 percent of our school district's budget.

Chairman **Perkins**. You know that special revenue sharing cuts out all of it in that category.

Dr. **Muse**. Yes, sir. I am also aware, Mr. Chairman, we have not been able to receive any funds this year of our entitlement. For some reason we cannot receive any funds from the U.S. Office of Education.

Now, curtailment or elimination of services provided by these four titles of Public Law 89-10 would seriously affect the educational program of the Meridian municipal separate school district. Disruption of the orderly process of program development, implementation, and professional training of personnel skilled in teaching the educationally deprived would occur if title I funds were either curtailed, eliminated, or not forthcoming.

A large number of personnel, programs, and most importantly, children would suffer immeasurably. This would be true also if funds were not available in time for the planning and employment of personnel required for conducting the 1973–74 school program.

The personnel of this school district have provided programs and services for the deprived pupil by overcoming the skill deficiencies accumulated over a long period of time. Severe regression would occur in the development of the educationally deprived child if title I funds were not allocated.

Personnel with specific specialties for teaching the child with problems have only recently become available to school districts. These personnel can provide instructional and supervisory roles not previously prevalent in smaller districts such as ours in Meridian.

If the school district had to absorb these personnel into the regular school program, a tremendous loss of specialists' talent would occur. Individuals with special learning problems would be the first to suffer. Personnel would become disillusioned and the morale of the entire teaching staff would be affected.

The number and caliber of personnel attached to this school district comprises a total of 162 professional and paraprofessional personnel, an extremely significant number in comparison to the 802 total staff employed.

This school district, in attempting to provide a quality education program for all of its children, under extremely trying circumstances, would be hard pressed to continue offering a substantial number of educational programs to students needing the most help and for which the Federal funds are used.

Public Law 874 has provided this school district, as I mentioned before, with $64,994 during the 1971–72 academic year. This money was the only general aid to this school district from Federal sources. Without these funds, the general budget would be short this amount of revenue for the provision of services for pupils in this district.

Now, this amount does not seem significant until viewed from the prospective of a school district at its legal limit for the purpose of levying taxes for the support of its schools. Without the assistance of this money, this impacted school district would have difficulty in meeting the accreditation standards as set by the Southern Association of Colleges & Schools.

The financial provisions as set forth in H.R. 69 would allow the Meridian Municipal Separate School District to maintain an acceptable level of service to its pupil population. These provisions will permit a minimum of disruption in the present program of this district.

This committee is to be commended for its efforts in the support of education in this Nation.

I would like to speak for just a moment in regard to the $300 allocation for each title I-type child. I think this is much more realistic than the present allocation of $200 in Mississippi. The cost of service to these identified children mandates such an increase for the provision of effective programs.

However, a word of caution must be entered at this point. The procedure for the allocation of additional funds discriminates against this State and this district. Fifty percent of the average per pupil expenditure in the United States is considerably less than the 50 percent of the per pupil expenditure in the more wealthy States who spend more per pupil than the national average.

This type of inequality in expenditure will not bring about an equality of educational achievement among the pupils in our Nation's schools.

The method for the determination of the numbers of children to be counted for title I, ESEA benefits, further discriminates between the economically wealthy and the economically poor States. The $4,000 poverty level index is more realistic than the present $2,000 amount.

The provision, which allows a State to count children from families receiving an annual income in excess of $4,000 from payments under the program of aid to dependent children under a State plan approved under title IV of the Social Security Act, permits a State with a higher standard of living to count more children than a poor State.

The highest amount a family could receive in payments of aid to dependent children under the Mississippi plan is approximately $1.700. All welfare children in this State would fall under the provision of coming from families whose income is less than $4,000.

Whereas, no child in Mississippi whose family receives $4,000 or more could be counted for title I purposes, welfare children in other States whose families receive this amount or more can be counted. This is, indeed, discrimination against this State and this school district.

Advisory committees on all levels must remain in an advisory capacity only. Policymaking on the local level must remain the responsibility of the local school board.

Decisionmaking concerning professional matters must be the duty of the professionals of the district. Educational policymaking as well as decisionmaking must be retained by the local board of education.

We feel that it is imperative that local school districts know in the immediate future the prospects of Federal funding provided with this act. Personnel of the Meridian district are in the process of program planning for 1973–74. Personnel must be employed to staff these programs. For proper planning, the personnel of this district must know within a short period of time the amount of funds to be received by the school district for programs described in H.R. 69.

Now, our State superintendent mentioned the provisions of the special education revenue sharing.

I have no objection, Mr. Chairman, for giving back to States, States rights in terms of providing general aid for education. I heartily support the concept.

I cannot support, however, the concept of decrease in the amount of funds that would be coming to our school district. The loss of all of these B children, I have already pointed out. The loss of the resources under our title II program in NDEA III and funds for our State department of education, as well as the decrease——

Chairman PERKINS. Let me ask you something at this point. You know there is nothing in the budget for the school lunch program. Under supportive services, there would be about $300 million there, 8 cents reimbursement. There is nothing in the budget for adult education, and $50 million there under supportive services. There is nothing in the budget for innovation, guidance, and counseling, and $150 million there under supportive services.

We were also spending $90 million in 1972 for library books, $50 million for textbooks in 1972, and $30 million in aid to the State departments.

I'm just asking you if you would want to assume the responsibility with nothing in the budget for half of those programs, in trying to disburse the money at the State level? Would you prefer to see the funds come from the categorical aid program?

Dr. MUSE. Generally, I support the idea that all the moneys from the Federal Government should come through the State department of education. I think that there could be some efficiency in the elimination of some of the categorical programs at the local level, particularly administration and organization and evaluation.

Chairman PERKINS. You wouldn't suggest to us that we eliminate aid that is coming to the State department earmarked, would you?

Dr. MUSE. Oh, no, sir. The point that I'm saying here——

Chairman PERKINS. I am just asking you about the programs that are involved here, and whether you would want to see them consolidated as they are in the fifth category of revenue sharing here.

Dr. MUSE. I am not familiar enough with the revenue-sharing bill to discuss it in terms of consolidation.

Chairman PERKINS. Dr. Johnston and Dr. Muse, let me ask both of you gentlemen a question right at this time. Both of you have mentioned the double burden title I children have. Not only are they educationally disadvantaged, but they also suffer from cultural deprivation. Both of you have mentioned that.

There is a proposal before the committee introduced by Mr. Quie which would make title I available to all children who score low on tests. This means that if we have the same appropriation for title I, the money will be spread out to cover all these children and there will be less for the education of deprived children who are poor.

Do you think that this is proper?

And then, the second part of my question, do you think that a rich child whose education is disadvantaged should be considered the same as a poor child who is educationally disadvantaged?

You answer first, Dr. Johnston.

Dr. JOHNSTON. Sir, I disagree with that statement there very strongly, that this concept in the Quie proposal for distribution of the funds that in the testing of 3,000 or 4,000 children among the State and arriving at some known standard by which all of them will be evaluated and judged and money will be distributed on them.

What he is suggesting here, it appears to me, is that the quicker you work these up to the standards, your Federal funds decrease, and if you work them on up to the acceptable standard, then you receive no Federal funds at all for this. And manipulating these scores is something else, you know.

Chairman PERKINS. It would be an easy matter to cheat along that line.

Dr. JOHNSTON. That's a fact.

Dr. MUSE. I think one other thing, Mr. Chairman, is the fact that it is based on rewarding you for being inefficient. The poorer job you do of instructing and teaching, the more money you get for your school district.

Chairman PERKINS. You don't feel there is any sound basis there?

Dr. **Muse.** No; sir.

Chairman **Perkins.** You have found that the low income runs hand-in-glove with the educationally deprived child?

Dr. **Johnston.** Yes, sir. I tried to make a strong point of that in my formal paper that I presented to you.

Dr. **Muse.** Mr. Chairman, I also question the fact if we are sophisticated enough in criteria and reference tests to do this type.

Dr. **Johnston.** That's right. We don't know, really, what they have reference to there. We don't have enough knowledge and information about the criteria and reference tests to effectively use those.

I would like to speak to one other point, if I may, Mr. Chairman, on the education revenue sharing bill.

Chairman **Perkins.** Go right ahead, Dr. Johnston.

Dr. **Johnston.** It disturbs me that three-fourths of this money must be used in two areas. They say essentially in there that we are given more latitude and we are given more freedom of action at the State level, but when you look at the bill and the contents of it, we find that three-fourths of the money must be used for mathematics and reading or communication or something like that. We have more directive, more real telling us what we are going to do with the money than we have ever had before.

The other thing that bothers me greatly is, that all the money that would be used for administration from the State level and from the other levels would be taken out of the supportive services from these other areas in which we need funds, and there would be a determination made there of how much you are going to take out of title II ESEA, NDEA title III, and title III ESEA.

Chairman **Perkins.** The trouble is that the demand could be so great that they might put all the funds in a school lunch fund for instance.

Dr. **Johnston.** They could do that, it's entirely possible.

Dr. **Muse.** Mr. Chairman, I would like to make a point on this fact, too, of not being able in our school district to receive less Federal funds than we currently are.

In this matter of inflation, every year we can deliver about 10 percent less services to children because of the cost in personnel, materials, equipment, and so forth.

So, we have got to have more funds for our title I and for these other aspects. We cannot afford to have funds reduced to our school district in any of these areas of programs.

This was the point, in terms of revenue sharing. If it could be funded properly and if it could be so designed to allow the local governments and State governments to have more control of their programs, this would be more reasonable.

But not a program bringing to our State more than $14 million less in Federal funds.

Chairman **Perkins.** All right, let's question the witnesses now.

First, Mr. Lehman, do you have any questions?

Mr. **Lehman.** Mr. Chairman, I think you have covered all the areas that were of concern to me, how these programs that you speak of, like title III, get lost in the shuffle if they are not protected by a categorical type of program under H.R. 69, and that's what really concerns me.

And I also want to comment on the fact that both of you gentlemen are here, and I appreciate you being here, and I want to thank Congressman Montgomery for helping us arrange to carry the dialog to you so that you could be here with us. I am happy to find out that you really think this program is beginning to prove itself to the benefit of the children of Mississippi.

Dr. JOHNSTON. Thank you very much.

Chairman PERKINS. Mr. Ashbrook?

Mr. ASHBROOK. Thank you very much, Mr. Chairman. I was a little interested in your figure on page 10 where you indicated that you have 259,000 children in families of income below $2,000. I have the census figures in front of me.

In 1960, Mississippi listed 254,903. The 1970 census in the 5-to-17 population of $2,000 and under, it says 98,695. I am wondering where you got your 259,000 figure.

Dr. JOHNSTON. These were reports that came from the title I office, taken off the information sent to us by the census, by the U.S. Office——

Mr. ASHBROOK. You were working with the $4,000 figure, I assume.

Dr. JOHNSTON. Yes, that's what we did here.

Mr. ASHBROOK. You said $2,000, though.

Dr. JOHNSTON. I said, as I noted above, we have in excess of 259,000 children whose family income falls below the $2,000 low-income level. Is that the statement you have reference to?

Mr. ASHBROOK. Yes. The census figures indicate there were 98,695 in that category, not 259,000. The 1960 figures are 254,903. I am wondering if you were using the 1960 figure.

Dr. JOHNSTON. Yes, we probably are in this. I said as noted above we have 259,000. These are on the 1960 figures.

Mr. LEHMAN. Mr. Chairman?

Chairman PERKINS. Mr. Lehman.

Mr. LEHMAN. Maybe I can throw some light on this.

We are still using the 1960 figures on which to base our aid, until July 1 of this year. Then we will switch to the 1970 figures and, of course, it would be less in that category.

I assume they gave you those figures because that is the figure you have to presume to use.

Dr. JOHNSTON. Yes, until it is changed.

Mr. LEHMAN. Both of you are right.

Mr. ASHBROOK. The thing I am also interested in, Congressman Lehman, is he indicated they were serving roughly 180,000.

Dr. JOHNSTON. 184,000.

Mr. ASHBROOK. That would still be twice the number of the existing.

Dr. JOHNSTON. Those are according to the 1960 census figures that we have. We figured we were only serving 184,000 out of a possible—you said 54, I have 259,000 here. These came out of the title I office this week.

Mr. ASHBROOK. Well, the figures I have show 254, but it doesn't matter, but there is a disparity between 254 and 98

There are several other questions, Mr. Johnston.

In your opinion, is it possible to develop a better measure of educational needs than through census figures, or AFDC figures?

Dr. JOHNSTON. Well, the point I made about AFDC was that you are double dipping here. You count them, in the welfare States, the States that have incomes above the low-income level established, you count them in there, but you also count them in the census. Now, my point was that they should be counted once and not twice in there, because so many—as I said a moment ago, I believe it is either 16 or 19 of the States that are above the national level, 50 percent of the national level there. And a State such as ours, which is a poor State, does not have the opportunity to count the child above the low-income level that has been established.

Mr. ASHBROOK. Further, in your experience, could you briefly indicate what you feel the correlation is between low income and educational disadvantages? This kind of ties into my other questions. Do you think it is the only criterion? It is obviously one part of it and a very important one. Do you think it is the only criterion?

Dr. JOHNSTON. Of course, I think all of us would recognize that there are many deprived children who are not necessarily in the low-income level. They are deprived in other areas, in other ways. But at the same time, for the purposes of administering an education program through allocation of grants, this seems to me the most logical approach, the most reasonable approach, probably the best approach we could arrive at for determining who are the educationally and culturally and economically deprived, socially deprived children in the State.

I would not say it is the only measure, but I would say it is the chief measure, a primary means.

Mr. ASHBROOK. I know in the hearings in Kentucky last week, as I understand it, it was shown that a target school with a 19-percent poverty figure qualified and one with a 17-percent figure did not qualify.

I guess the point is, that if we are trying to reach educationally disadvantaged, maybe just a straight testing along the line of the Quie bill trying to reach those of educational disadvantage would be the better approach. I understand that you indicated that you did not think this.

Dr. JOHNSTON. No, sir. I would not agree with that. In fact, I would strongly disagree with that, that the testing would be the most important measure.

Chairman PERKINS. If you are doubling and tripling the number of children, you might wind up with only $5 or $10 a child, spread out so thinly that it accomplishes very little. That is the trouble with the testing method and a limited amount of funds.

Mr. ASHBROOK. I think in the Quie bill, and correct me if I am wrong, it indicates that if there is not enough money, you would concentrate in the area of the educationally disadvantaged based on poverty.

Chairman PERKINS. No, it is not in there.

Dr. JOHNSTON. It's on mathematics and reading, I believe, the same as the better schools act revenue sharing bill.

Mr. ASHBROOK. Yes, on page 17 it says in the event funds received under this title are not sufficient to provide the level of additional services established by the State educational agency as being the minimum required to conduct an effective program, such funds will be so utilized as to concentrate on programs and projects, and it goes on A, B, C, most severely educationally disadvantaged, and so forth.

Well, I'm not trying to argue with your testimony.

Dr. JOHNSTON. I appreciate your position, I surely do.

I would call your attention to some of the attachments to the general statement that I have here from the Selma School District. This represents only a few that I think you would be interested in looking at in here.

Mr. ASHBROOK. Well, just as a last question.

As an educator recognizing that we are going to pinpoint money and target money on a basis of economic disadvantage, most of us believe that is correct. As an overall matter, don't you feel as an educator that we should be helping children in need regardless of their economic status?

Dr. JOHNSTON. Yes, I would agree with this, Mr. Representative, that we first have to have this categorically such as ESEA provides under title I. After we do that, then I think that we have some obligation to go to something to provide general aid to education for all the children of the district. That is particularly vital to us in our State where the per capita receipts for education and expenditures are the lowest in the Nation. But I think that we need to look at these. We have so many of these.

Now, you have raised a question with me about the number. I am convinced that the number we have in here is correct, that we have at least 250,000 children because of this——

Mr. ASHBROOK. In other words, you don't feel that you have made any progress in 10 years?

Dr. JOHNSTON. I am talking about when you raise the level here. Yes, we have made a great deal of progress. I'm talking about that they need to continue this.

Now, we have concentrated our funds available in the lower grades and we are working this out, and as we go up the scale in the grade level, then we, of course, are spreading it out over more children. And this is the approach that we have taken because we felt like this we could do more for these children who were entering each year, so many of them.

Mr. ASHBROOK. I appreciate your response.

Mr. Chairman, I have a few other questions but I feel I have taken my fair share of time.

Chairman PERKINS. Mr. Andrews, do you have any?

Mr. ANDREWS. I don't know as I have any questions. I would like to say that I looked forward to coming south and seeing this gentleman and particularly it being warm, and it seems to me it is colder here. Thank you very much.

Chairman PERKINS. I want to take a moment to introduce the Members that are present.

On my extreme left is Mr. Chris Cross, minority legislative associate for the House Committee on Education and Labor.

Sitting next to him is Congressman Ashbrook.

On my left is Mrs. Dargans, who is my assistant on the full House Committee on Education and Labor.

Next to me is Mr. Jack Jennings, counsel of my General Subcommittee on Education.

And you all know Congressman William Lehman, from this great city of Miami. He has been with us for only a short period of time, but he is a dedicated gentleman and is contributing much to our study of educational problems now pending before the committee.

And then, on my extreme right is a gentleman from north of us, Congressman Ike Andrews from North Carolina. Like Mr. Lehman, Mr. Andrews is a freshman Member. He, too, has demonstrated much ability and perseverence, and is making a great contribution to the House Committee on Education and Labor.

I want to mention one other gentleman whom I have known for many years and who is sitting back in the audience, and that is Senator Claude Pepper. I intend to invite him up here and let him take part in the questioning. To my way of thinking Senator Pepper is one of the most outstanding Members who has ever served in the Congress. He authored a bill for food for the elderly. Others may have introduced the same bill, but it was Claude Pepper's proposal and he persevered until it actually became law. He is here today to assist the committee in every way possible.

You can come up here and join us, Senator Pepper.

I am going to call on Mr. Nix to come forward at this time.

Mr. ANDREWS. Mr. Chairman, I have one quick question.

Chairman PERKINS. Yes, go ahead.

Mr. ANDREWS. In your experience in administering these programs, can you see a more efficient administration from your standpoint in the State by a consolidation of some Federal programs?

Dr. JOHNSTON. Indeed I could; yes.

Mr. ANDREWS. Briefly, without getting into it, I think people generally feel that. Can you just make a couple of suggestions for consolidation that would help us?

Dr. JOHNSTON. Yes. I think that the work we go through, endless hours spent in making applications for thirty-some-odd programs or whatever programs there are, some States 70 and some States 80, the endless routine we go through for that, many of these could be effectively and efficiently consolidated. But I still believe that we are going to have to have some categorical programs in order to meet the needs of these particular children who are socially and racially and economically deprived children and administration has to be provided for these.

We couldn't possibly administer title I moneys through the State department of education.

Incidentally, I strongly support the thesis that all educational funds from the Federal level should come through the State agency and be administered by them, and they should be funded adequately to administer those funds effectively in order to do that.

But I do believe that some of the categorical grants can be eliminated, but I would not suggest title I as one of them.

Mr. ANDREWS. Well, in your administration, if you had the chance to prepare some suggestions for consolidation and send to our committee, I believe I would find it most helpful and I think the rest of the committee would.

We don't want to go ahead and do it now, but I think as an administrator, there is some overlapping I am sure you see, and if you send some specific recommendations, it would help us.

Dr. JOHNSTON. Yes, sir; I certainly will.

What happens here, Congressman, is that we actually find ourselves with a dual administrative setup in the State, which is not wise when we have so many things. And, we think this leads to inefficiency, so if we could get some of them wrapped into one application there for administration from the State level.

But I still come back and I want to reemphasize the fact that I don't believe title I——

Mr. ANDREWS. We are not talking specifics. I was just talking generally as an administrator. If you have some specific recommendations, we would appreciate it.

Dr. JOHNSTON. Yes, we have some. I would be delighted to have the privilege of submitting those to you.

Chairman PERKINS. Our next witness is Dr. Jack P. Nix, superintendent of schools for the State of Georgia.

I have known Mr. Nix for a long time and he has been very helpful to the committee in the past.

I am glad to have your viewpoint on this legislation, Dr. Nix, and we want you to proceed in any manner you prefer. Your prepared statement will be inserted in the record.

[The statement referred to follows:]

STATEMENT OF DR. JACK P. NIX, SUPERINTENDENT OF SCHOOLS, STATE OF GEORGIA

Mr. Chairman, members of the Committee, I am Jack P. Nix, Superintendent of Schools in Georgia.

I am distinctly honored at the privilege accorded me by your invitation to address this regional hearing on federal funding of public elementary and secondary education.

Let me begin my comments on a positive note by commending you. Mr. Chairman, and the Congress for your demonstrated support for the public schools of this nation through the years. We in Georgia are well aware of your constant concern that the education of children be supported generously and fairly at all levels of government—federal, state and local. I am in complete agreement with the often-stated position that education should be a concern of the federal government, a responsibility of state government, and a function of local government. Mr. Chairman, if we could achieve that distribution of authority we would have reached a Utopian state in public education.

I believe the federal concern for public education should be not merely a philosophical admonition or a regulatory statute, but that it should be tangibly expressed in dollars amounting to approximately one-third of the total national spending for education from all governmental sources—federal, state and lcoal. As you know, federal participation now amounts to only about seven percent. I believe, since federal tax dollars are collected from the most rapidly growing source of revenue in the country—the personal income tax—and since states and local education agencies are limited to property taxes and other, less lucrative sources of funding, that the federal share of education funding *must* be increased. I am astounded that the administration is proposing instead to effectively *reduce* federal participation in education for *whatever* reason. My personal belief in the need for more federal money for education programs is reinforced by the results of a nationwide Harris poll in January indicating that 66 percent of the general public supports increased federal aid to education, with 27 percent opposed. The survey clearly defines education as a priority of a majority of citizens in the U. S.

Given a higher level of federal education funding, there are some comments I would like to make concerning the allocation of funds. First, whether grants are made on a categorical or a general aid basis, the formulas on which funds are distributed must somehow reflect each state's ability to pay for education considering all the resources available to the state. Some of the formulas being proposed now would penalize the poorer states at the expense of the more wealthy. As an illustration, let me use the administration proposal for the allocation of

Special Revenue Sharing funds to programs for the disadvantaged. The plan as I understand it would first allocate funds to the states on the basis of 25 percent of the average state or national current expenditure per pupil, whichever is higher. on the face of it, this seems fair. But when you stop to analyze this proposal, it becomes apparent that those states having a higher expenditure per pupil than the national average would receive the bulk of the money while those of us spending the national average or less—the poorer states, if you will—would come out on the short end of the stick.

Another proposal—the suggestion that 1970 census data be used in distribution of funds for Title I of the Elementary and Secondary Education Act—would have the effect of penalizing those states that are experiencing rapid economic growth, yet are still behind the national average. Georgia, for example, according to the 1960 census by which funds under ESEA are currently allocated, had 239,789 children ages 5 to 17 from families with incomes less than $2,000. If 1970 census data are used as printed in the Congressional record of March 6, 1973, and allocations are made on the same basis, Georgia can claim only 93,139 children in this category and we would stand to lose approximately $18.5 million in federal education funds for the disadvantaged. Of course it is encouraging to know that the average income of Georgians has risen at such a spectacular rate in the past ten years; yet it seems grossly unfair to penalize the remaining large numbers of educationally disadvantaged children because they no longer fall into an arbitrary economic category. As a matter of fact, in Georgia and I am sure in every other state, even the current formula sets up limitations that in effect eliminate approximately one-third of the children who need Title I services. In FY 1972, for example, in Georgia we had 243,342 children eligible for Title I services. In fact, only 159,389 children actually received services. In 1971, we had more than 243,000 eligible children and only 181,234 received services. This discrepancy between need and service occurs because of the formulas relating to concentration of children.

I know you are aware of the discrepancy between what the Congress has authorized for ESEA and what has actually been appropriated. Using the formulas now written into ESEA, full funding of the bill would provide about $6 billion annually and would serve 12 million children.

The implication is clear, Mr. Chairman. There just is not enough federal money appropriated to meet the needs of disadvantaged children. We need to increase the appropriation, not decrease it. And we must allocate funds on a fair and equitable basis. I am in complete agreement with your proposals in House Resolution 69 and House Resolution 16 and the priorities reflected in these two pieces of legislation.

I would wholeheartedly endorse the idea of setting first priority on federal funding for education of the disadvantaged at the rate of at least $3 billion annually. The use of a $4,000 poverty level figure would insure a high level of funding. Then I would like to see House Bill 16 implemented to provide for additional monies for the improvement of education for *all* children at your proposed rate of an additional $100 per child or according to an elective formula that would help reduce the inequities of state and local education resources.

Let me just mention one other aspect of the allocation of funds. It has been proposed in the Quie bill (H.R. 5163) that funds for disadvantaged children be distributed on the basis of the number of children who fall below a certain level on criterion-referenced mathematics and reading tests. I am in complete sympathy with Representative Quie's motives in introducing this bill. I agree with him that we need more individualized instruction. And I have already said that we are not now reaching large numbers of children who need Title I services. Representative Quie is also correct in saying that economic deprivation and educational disadvantage are not always directly related. Yet I cannot, knowing the present state of the art of testing, endorse the criterion-referenced test as a conclusive basis for the allocation of federal education funds for disadvantaged children.

The whole business of how money is allocated is a difficult question. I would very much like to see the federal share of education funding, whether it is 33 percent, 20 percent or seven percent, be transmitted to the state agency having the constitutional or statutory authority for public elementary and secondary education to meet that state's educational needs. If that is not agreeable to the Congress, then the next best alternative would be to give federal education funds to state legislatures, which would in turn appropriate them to state education agencies. Under no circumstances should funds bypass the state agencies and go directly to local school districts. As the Supreme Court ruled in Rodriquez, education is a responsibility of the states and local districts. It is hard to justify any system of allocation that would not channel federal funds through the state agency. State agencies are certainly in a better position to insure that federal funds are effectively used than are federal officials. The state should be held responsible for providing a plan for their use and the federal agency should audit the state program to determine whether funds were used effectively and according to plan. Somehow we must reduce the amount of paperwork and red tape necessary in the processing of federal funds. Certainly I am opposed to federal auditing of programs before they are operative or monies expended as is happening now in some categorical programs.

In this regard, permit me to say that I am opposed to the administration's plan for Special Revenue Sharing—introduced a few weeks ago as the Better Schools Act. This bill is a farce and a shame. Not only does it contain less money for all areas of education, it is falsely presented as general aid when it actually contains more restrictions, more categorical limitations and more cumbersome administrative provisions than the act under which we are now operating. As an example I would point out the restriction upon the use of funds for education of the disadvantaged which requires that 75 percent of the state allocation be used in the areas of reading and mathematics. Does that sound like non-categorical aid? Not to us in Georgia, it doesn't.

It is true that the administration of education programs at every level needs revision and simplification. But before we rush headlong into the effort, we must insure continuity of services to the individual child. And we must agree that our purpose is to provide better educational opportunities for that child. Any change must improve educational program administration by resolving the present uncertainties, encouraging leadership at the state level and providing incentive for higher levels of state funding. The states and local districts have carried the burden of educational funding and administration for more than a hundred years. The federal government is welcome to assume part of the task, but it must not use its tremendous powers to usurp or disrupt the successful efforts that are being so conscientiously worked out by the states and districts.

Mr. Chairman and members of the committee, I have talked at length about my feelings as they related to assorted proposals for allocating federal funds, my strong belief that more federal funding is needed, rather than less, my reservations concerning the administration's special revenue sharing bill, and my ideas about what positive steps should be taken to improve the administration of education at every level.

At the risk of repetition, let me say that H.R. 69, Mr. Chairman, is an eminently satisfactory proposal to us in Georgia. I am particularly pleased that it is so comprehensive, including not only a high level of funds for programs for disadvantaged children, but also allocations for school library programs, aid to federally impacted areas, education of the handicapped and others.

Title I—funds for the education of disadvantaged children—has been one of the most effective, stimulating and positive programs ever introduced in public schools through federal initiative in spite of red tape injected by the administration. I have a copy of an evaluation document to submit to you for insertion in the record of these hearings, but let me just take a few moments to quote for you three paragraphs from the "State of Georgia, State Annual Evaluation Report for Fiscal Years 1970 and 1971 for Projects Supported by Title I ESSA Funds." These statements on page 55 and 56 are supported by many pages of data:

"In all three instructional areas—reading, math and English—among pupils in Title I schools, Title I pupils consistently made larger gains than did non-Title I pupils . . .

"What is encouraging . . . is the fact that in Title I schools Title I pupils, who are more likely to be academically disadvantaged, made consistently greater gains per month, as measured by standardized achievement test results, than did non-Title I pupils . . .

"Pupils who were assigned to a Title I reading or math activity made greater gains in both reading and math than did pupils who did not participate. This might be interpreted that pupils who receive Title I instructional effort in one academic area are likely to benefit not only in that but in other academic areas as well."

Let me go into a few specific examples of what Title I has meant in several school systems in Georgia.

In Brooks County in 1972 a Title I mathematics activity involved 840 students in grades 4 through 12. Ninety-five percent of the participants attained at least a full year's gain in mathematics achievement as measured by the California

Achievement Test. This is significant because previous school experiences had enabled the children to achieve at far less than the normal rate. Just getting that many students to a point where they attained a full year's progress during a year of classroom work is an accomplishment.

In a smaller but even more dramatic Title I mathematics activity in Gwinnett County, a calculator was introduced and used to solve long arithmetic problems. All 65 participants gained two full grade levels in math achievement on the California Achievement Test.

A successful reading program was carried out in Henry County. Eight hundred participants reading at least one grade level below normal were expected to achieve one grade level of improvement in the Title I English/Reading activity. Actual results indicate that the average improvement was 1.3 years.

In kindergarten activities, the focus is on school readiness skills. An outstanding example was the activity conducted last year in Carroll County, where test results on the Peabody Picture Vocabulary Test indicated that 70 percent of participating children scored above the national average.

Certainly disadvantaged children must actually be present in school before Title I activities begin to meet their needs. Title I financed attendance programs which employ a social worker to visit the homes of chronically absent children can do much in terms of dealing directly with the causes of low attendance among disadvantaged children.

In Bryan County, such an attendance program last year resulted in a 50 percent reduction both in rate of absenteeism and number of dropouts. The system average daily attendance is now well over 90 percent.

Georgia has many more successful programs currently operating and funded under Title I. A number of them are described in our Title One Annual Report, "Title Oneders." which I will also submit for the record.

In addition, in Georgia we have had the happy experience of having Title I money stimulate a wide variety of far reaching and effective educational programs that might have taken years to develop and implement with the limitations imposed by inadequate state and local funds.

For example, in 1965 when ESEA was passed, Georgia had public kindergarten programs in only two school systems, which were funding them from local funds. With Title I money, numerous systems established kindergartens for disadvantaged children. Seeing their success, several systems extended the program to all children and assumed responsibility for a systemwide kindergarten. Today, Georgia has 32,000 children in some type of public kindergarten in almost every school system.

The story of teacher aides in Georgia is similar. In 1965, we had almost no paraprofessionals in local schools. Title I made it possible for systems to hire aides, and their demonstrated advantages encouraged the hiring of others. Last year, partly to the credit of Title I, there were 4,630 teacher aides in Georgia public schools.

Title I influence has also been felt in the area of remedial instruction. Although hampered by limited state and local resources, school systems had some remedial programs before 1965, but not many. Partly because of the success of Title I remedial programs, Georgia now has a $7 million instructional assistance program funded entirely with state funds and designed to provide remedial instruction and paraprofessionals wherever the need is most critical.

There can be no doubt Title I has been a positive influence in public education in Georgia. Additional examples of the program's influence can be found on pages 60, 61 and 62 of the evaluation report from which I quoted earlier.

Mr. Chairman, your proposed extension of ESEA for five years includes another program I would like to comment on briefly. Title V has made substantial impact in Georgia on the relationship of the State Department of Education to local school systems. Funds for strengthening the Department have ranged from $328,000 in 1966 to $682,000 in the current year. These federal dollars have been used in a diversity of ways to enable our staff at the state level to give better, more efficient and effective service to school districts. Our publications and public information office in 1965 consisted of two people and a secretary, funded haphazardly with whatever could be scraped up. Today we have a comprehensive communications program that reaches the educational and lay public through every possible medium. In almost every state in which I travel I am told the Georgia communications program is looked upon as an example to be followed.

We have a personnel office in Georgia today that is active and effective in employee recruitment and training, thanks to Title V. Before 1965 we had only minimal personnel services. We are supporting ten positions in our curriculum leadership division—subject matter consultants who work with local school systems constantly. Title V funds are supporting our statistical services operation and are augmenting the division which serves as the direct link between the State Department of Education and local school systems in administrative matters. Title V has made it possible for the Department to design and implement staff development and planning activities, staff training aids and state procedures for evaluation of programs at the local system level. We are supporting a federal-state relations person and we are working with several other states in developing curriculum guides and workshops in ecology education. We have used approximately one-fourth of our Title V allotment each year to support our data processing operation; as a result we have made major progress toward a total, computerized information system. Last fall we involved the entire professional staff of the Department of Education in a management seminar conducted by the American Management Association. The impact of this training on operation of the Department was immediate and positive, and we will feel its influence for years to come.

In our use of Title V we have consistently tried to apply funds where the need seemed greatest and where the potential for effectiveness was obvious. We have used these funds as the impetus for a wide range of Department operations that would otherwise have been weak or non-existent.

Mr. Chairman and members of this distinguished committee, you have heard a lengthy and detailed testimony from one who has been involved in public education at every level. My experience is broad and long, and my comments are based on direct knowledge. I can sincerely say to you this morning that the federal role in education has never been more in need of clarification, simplification and solid support from every quarter. It is time for those of us who believe public schools have a job to do, and who believe they can indeed accomplish the task they have been assigned, to stand up and be counted. You did this eight years ago, Mr. Chairman. And we are still realizing the benefits. I commend you for your continued staunch support of education. Thank you for this opportunity. I will be glad to answer your questions.

STATEMENT OF DR. JACK P. NIX, SUPERINTENDENT OF SCHOOLS, STATE OF GEORGIA

Dr. Nix. Thank you, Mr. Chairman.

My name is Jack Nix and I am superintendent of schools in the State of Georgia.

It is a privilege to be before your distinguished committee again and to make some comments relative to the public school system in our State, and hopefully reflect some of our concerns and also some concerns that would be helpful throughout this country.

As you mentioned, I have submitted a prepared statement and I will not take your time and the time of members of this committee to read that statement. I am sure that you or members of your staff will read it and will glean from it whatever information that you consider important

I would like to make two or three general points before I get into some of the specifics of the proposed legislation.

First of all, I am sure that members of this committee, Mr. Chairman, have heard perhaps repeatedly that most of us in education in this country feel that the Federal Government should have a concern for public education in this Nation, that the States ought to have the responsibility for public education and it ought to be a function of the local school districts.

And I think this has been our position as a council of chief State school officers, and I think most people in education through the Nation accept this concept.

At the present time we have about 7 percent of the expenditure for public education in this country coming from the Federal level. I do not think this is sufficient. I think that perhaps we should at least strive for some day supporting one-third of the total cost of public education with Federal funds. In the final analysis, the Federal Government has one of the most lucrative ways of raising money, particularly as the country grows, and that is with the income tax program. The States, and particularly local districts, lean heavily on property taxes, so I think that this would be fair.

Another point that I would like to make for the committee is that we need in some way, Mr. Chairman, to remove so much of the uncertainty as to what will or will not take place in the whole business of public education. At the present time we have in our State a great deal of concern on the part of local school boards, local system superintendents, principals, classroom teachers, and several hundreds of aides as to whether or not they will have a job on July 1, or at the beginning of the next school year. And I would hope that as those of us in education work with you and members of this committee and with the Congress, that we could have some resolution of this particular difficulty.

It is now time for local systems to begin staffing and to sign contracts for another year, and we have over 6,200 people employed in the local school system of Georgia who are paid with title I funds and receive assistance from Federal programs under ESEA and who really do not know at this time what will take place on July 1. And under the present due process that prevails over this Nation, if the local system signs a contract with a teacher, it is liable for that salary the next year. So I think that this is a very important problem that we need to address ourselves to in the next year or so and try to find a solution to.

Another point I would like to make with the committee, is that the flow of funds from the Federal level to help improve and expand educational opportunities for people within the States, should come through the constitutional or statutory agency within a State that is responsible for elementary and secondary education. It should not be transmitted from the Federal Government to a Governor of a State for the Governor to determine what the priorities would have to be. I think it should come to the State agency that is provided by either the State's constitution or the State's statute with this responsibility for public education.

Another point that I would like to make with this committee is this. That whatever appropriation by the Federal Government is made for the support of public education, it ought to be distributed on a fair basis. If we use, as has already been pointed out, AFDC as a basis for payments, this is unfair. As has already been pointed out, with the high level of payment in the richer States and the low payment in others, richer States can identify more children and thereby get more money.

If we relate it to State expenditures for public education, this is not a fair distribution based on ability to pay or based on the expenditures of the poorer States.

So, whatever form is developed, it ought not make the rich richer and the poor poorer.

I think perhaps a great deal of consideration should be given to a per pupil allocation rather than relating to an average expenditure within a particular State as compared with the average expenditure of another State. And I say this simply because it costs us in Georgia about as much to buy an Impala Chevrolet as it does in New York; the same thing with appliances. Clothing, I suspect you could buy as cheap or cheaper in New York, since it is noted for the manufacture of clothing, than in the State of Georgia or Kentucky. So I don't think that we now have the difference in the cost of living that is in the minds of some people and is used as a basis of making this vast difference in the way they send out the Federal funds.

Now, the bill that has been proposed by the administration called, so-called special revenue sharing bill or Better Schools Act, contains some provisions that I just could not accept or buy as being good for public education in this country. I think we have had a great deal of rhetoric about what the administration is proposing, and perhaps some misconceptions have been left with people either intentionally or unintentionally.

This week we had the Federal officials from the regional office appear before all of the agency heads in the State of Georgia at the Governor's request, and they made some presentations to us, and then we were permitted to ask questions. The Federal representative indicated in his opening statement that programs represented under special education revenue sharing contained more money than the same programs presently contained. So I called his hand on it, and he admitted then that it did not.

Also, the impression is left that here we are not making a great deal of change in the total amount of money; but if you eliminate the NDEA III and title II of ESEA, and title V and impact aid—a portion of this—and the library funds and all of the other programs that they don't even mention, then this creates a situation in which States would not receive as much money as they are presently receiving.

Now, the question has been presented as to this business of packaging. I would like to comment that we can do some packaging in the administration at the State level that would save us some money.

Of whatever amount of money is appropriated on a national level for public education, possibly a certain percent of this could be given to the States for the administration of those particular programs, and we would not have to keep a complete, separate staffing and accounting of those particular funds as they relate to the administration of those programs; for instance, internally, within the State agency.

I have to maintain my personnel expenditures, all of my travel expenditures, all the supplies and equipment and everything as it relates to each individual program.

Now, it seems to me if we could package just the State administration aspects, coming back to your question a few moments ago, Congressman, this would be one way of helping on a State level. But just to put vocational education and to put the school lunch programs of all of these others under the phrase "supportive services," and then reduce substantially the amount of money, that is not going to help public education in the country. So I think there is much to be desired in the administration's proposal called special education revenue sharing.

Under H.R. 69, I would like to say that there are some features about this that would help us, and it would help us in our planning and in our projection of what it is we are trying to do in public education in this country. The first point I would like to emphasize is that it will give us some tangible length of time to look upon, this extension of the 5 years would give us some indication that, well, we can begin to plan for this kind of an activity over a longer period of time rather than just a 1-year program or a 2-year program, so this would help.

The next thing that would help us would be the basic allotment of $300 per child and using the $4,000 figure. Now, this would make it much more equitable in the distribution of the funds as it relates one State to the other. Then the additive feature of the 50 percent over the average would tend to be of some value to the high-expenditure States, whereas the basic allotment of the $300 would be fairly distributed.

So I think there tends to be a balance between these two features of H.R. 69.

And then it continues our support for children in institutions, and this is spelled out. And this is helpful, because in my department I operate two deaf schools and one blind school; we do work with the corrections department, we do work with the health department for children who are severely disabled. And all of these things, Mr. Chairman, are a tremendous help to us as we try to meet the needs of the children who really need special attention in the area of education.

Another area it maintains is our program as it relates to guidance, counseling and testing. This gives us support in this area. And in present-day society, we have a difficult time with the way homes are presently structured, in many instances where both parents are working. The children do not have as much parental attention as they had when I was growing up, and every day when I return from school I knew that one of my parents would be home. This creates a great deal of need in present-day society for more attention in the area of counseling and guidance on the part of the individual student to help him plan not only his educational life, but his entire life to become a responsible and productive citizen.

We hear a great deal about drugs and all of these other things that could be prevented to some extent by substantial programs and guidance counseling and testing.

Another area relates to continued efforts to eliminate adult illiteracy and to help people who need basic academic education on which they can continue to build manipulative skills and additional knowledge to help them to get a job and to earn a living. So this is another feature of H.R. 69 that I support wholeheartedly. And our school library program, certainly, with the vast amount of information that is now available and the more printed material that is coming into being, we have to have support in this particular area.

So I think that H.R. 69, to me, is the answer at this particular time because we have to resolve the differences presently between the administration and the Congress, and until substantial study and substantial information can be brought together and brought to bear on the existing problems, I think the best solution at the present time is H.R. 69.

Chairman **Perkins**. Let me compliment you on an outstanding statement, Doctor. I am not cutting you off by any means, but you refer to the great need for guidance and counseling and I concur wholeheartedly.

You know, the last time we extended the Elementary Secondary Education Act, we compromised on title III of ESEA, the so-called innovated title and guidance and counseling, and decided to let the State departments of education make judgment.

Since that consolidation, guidance and counseling programs are only receiving about 50 percent of the appropriation they were receiving back in 1969 or 1970, when we first agreed on that consolidation.

Now, that is one aspect we may say of so-called revenue sharing, that there is no incentive to make the additional appropriations in Washington for guidance and counseling after we have agreed on that consolidation.

I am fearful that we will see the same thing happen under special revenue sharing within these categories like the supportive services of title V if we agree to let these programs be consolidated at the State level.

Do you agree?

Dr. **Nix**. Yes, sir; I do.

In our State when the Federal funds for guidance, counseling, and testing were reduced, I made a plea to our Governor and to our State legislature to continue the program. So I was able, with a great deal of help from the guidance people and from principals and superintendents through the State, to continue our present support, our previous support for the guidance, counseling and testing. In fact, we have expanded it, now, to where we have a program for checking all children with readiness tests prior to enrollment in the first grade. We test all the children in the 4th grade, in the 8th grade and in the 11th grade in every system in the State.

Fortunately, we were able to sell this to our people.

Now, my problem is that whenever my Federal funds were reduced, I did not have the funds to send out to the local systems for the guidance program to support the number of counselors needed.

Now, there is one other thing that our State legislation has gotten support for, and is very much interested in as a result of title I, and I would like to share this with you.

Title I permitted us to begin to bring in some paraprofessionals and aides to help the classroom teacher to be more effective and to spread her professional abilities on an individualized student basis. So our State legislature, 2 years ago, provided $3.2 million to go to the local school systems on a per teacher basis for aides in the first seven grades. This year, they more than doubled this amount for the upcoming school year and they are asking that we concentrate on the first three grades.

Here again, we believe that if we can get to the disadvantaged very early in life, that we can very well correct the deficiencies and instill in the minds of these young children a desirable attitude toward school, first of all, and then toward life itself, in order that they can see the advantages of getting an education and having some ambition and, hopefully, we will keep them off the welfare rolls.

So with this added help from the State, in the form of an additional $7 million annually for aides and paraprofessionals, we are going to be able to work and expand our title I program.

Chairman PERKINS. Now you received $88,356,885 under the present programs, before the special revenue sharing was proposed.

Under the special revenue sharing package you would only receive $69,560,000, a loss of $18,796,885 in Georgia.

Would that greatly affect and impair the effectiveness of your school system in the State of Georgia?

Dr. NIX. Mr. Chairman, $18 million in our State, as the little boy states, is a whole heap amount of money, and it would truly make a difference in what the local system would be able to do in terms of helping children. In fact, it would make a lot of difference in my own internal operations because I have a sizable staff that we support in the department of education in the terms of subject matter specialists and consultants that are used by the local systems under the provisions of title V of ESEA. And at the present time, I am trying to figure out which ones I am going to have to dismiss come June 30, if title V is not extended. And this is a very difficult and demoralizing situation that we find ourselves in, in support of the local systems. And I keep telling our staff over and over again that the State department of education exists solely for the support of the local school systems, and the stronger we are as a State department of education, the more help and service we are going to be able to provide to the local systems. So, Mr. Chairman, $18.5 million will surely make a difference in the 188 school systems in our State.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. I want to thank you for being here. You produced in the State of Georgia Dr. Wigham for our own school system here, and I think you are a friend of his, and we appreciate his efforts and I think he agrees with many of the things that you have already said.

I just want to commend you on the use of paraprofessionals in your system in Georgia. I think that is one of the greatest aids we are going to have to reach down into the early childhood problems that we are encountering in our school systems. I think it is a great innovative program. I don't know whether it has to do with title III programs or not, but I am very concerned with title III programs if they include this supportive service, because this is going to be one of the first of the innovative and experimental programs that we are going to lose if the special revenue sharing goes into effect. You know it's going to get pushed aside for other areas like vocational education and things like that, and we should not give it up.

Dr. NIX. I agree with you. I think if special revenue passes as it is presented, we will see some of the programs disappear because of the reduced amount of funding.

Now, if they will package them and will maintain the level of funding or expand the level of funding, then this would be an entirely different situation.

But to package and reduce all at the same time, then certainly more emotion-evoking problems, such as feeding children, would get the lion's share of the funds and we would see some of our efforts disappear. I am quite sure of this.

Chairman **Perkins.** Mr. Ashbrook?

Mr. **Ashbrook.** Dr. Nix, when I use the word "consolidation" in the same sense I used it with Mr. Johnston, I am not talking about the adequacy in special revenue sharing or phasing out this type or that type, but just from a standpoint of some administration in your State.

Now, there are at the present time approximately 120 programs, some major, some bits and pieces, some a little title on another program, that one way or another can be used by educators. Just from a standpoint of sheer administration, there is no question that that is a large number, as I said, some major some minor.

Again, not advocating phasing out of programs or special revenue sharing, or whatever you want to call it, as a State administrator coming to grips with this problem, do you have any specific recommendations that you could make to us for what you call packaging?

Dr. **Nix.** Well, as I mentioned a moment ago, Congressman, I think that whatever funds are set aside or permitted for use in administration and supervision, that this could be helpful to us on the State level and, I think, on the local school system's superintendent level.

Now, it doesn't bother me so much, say, having title I, title II, title III, these categories in terms of expenditures, because with the computer nowadays you can keep up with those things pretty easily. The problem is, say, in internal staffing on a local system level or on a State level. You have one man here whom you do not have enough money to pay full salary from one source and you have to get a salary from another source in order to pay him full-time to work on, say, two different Federal programs.

I have even had Federal auditors come in and demand that I show them work schedules day by day, hour by hour as to how many hours that man put on this particular Federal program and how much he put on that program. For 5½ years, I was State director of vocational education in the State of Georgia, and my salary was paid with Federal funds. The Federal office did this—and I don't think you people wrote this in the law, but when you pass the law it doesn't always get to us the way you intended.

Mr. **Ashbrook.** That is why we are asking these things.

Dr. **Nix.** When you get the Federal legal interpretation sandwiched in with what they call the intent, there is no telling what kind of regulation or rule that we will get on the State level to administer that program. But I even had to produce how many hours per day as State vocational education director I spent with vocational agriculture, vocational home economics, distributive education, trade and industrial education and title VIII of the NDEA Act, which was technical education.

Mr. **Ashbrook.** Which was kind of ridiculous.

Dr. **Nix.** It was asinine, to be honest with you.

Here I was devoting my efforts to providing statewide leadership, and yet I was having to do that kind of work. So what I did, I had my secretary take a form, and every day she would estimate how much time I spent on each one of these things and put it down, and we put it in the file, and that was for the auditors.

Now, I don't think that Congress meant for that kind of work to take place. I think what you meant for us to do was to take the money you appropriated for agriculture and spend it on agriculture, and spend it on home economics, DE, and so forth.

Mr. ASHBROOK. I would hope that Congress never meant for you to be burdened with so many noneducational duties, but it seems once in a while we have done that.

Dr. NIX. Well, some of it is still continuing. Under the Emergency School Aid Act, I wish you people would make an investigation of how that is being administered and some of the demands that are being placed on the individual States.

Chairman PERKINS. We are going into that. And let me say to you, Dr. Nix, that the committee realizes the difficulty that elementary and secondary education is facing in this country, and we are not about to fool around here and procrastinate until next year on an emergency automatic rider and let these good programs go down the drain.

We are going to act within the next month and we need your assistance, and I am so thankful that you came here this morning.

Dr. NIX. Mr. Chairman and members of the committee, I do hope that you will take a little time and read my prepared statement.

Chairman PERKINS. Mr. Ashbrook.

Mr. ASHBROOK. Two quick questions.

How many people do you have, how many employees do you have in the State education department?

Dr. NIX. Well, 1,500 and—1,515.

Mr. ASHBROOK. At the State level?

Dr. NIX. Yes, sir.

Mr. ASHBROOK. How many do you figure you would have were title V to be phased out?

Dr. NIX. Well, at the present time, and I have been working on this this week, the reason I recall this, I have in the department paid, wholly or in part with all Federal funds that I receive, 308 people.

Mr. ASHBROOK. So that would be better than a 20-percent reduction

Dr. NIX. Yes, sir.

Mr. ASHBROOK. Also another quick question.

On page 2, you indicate some interest in the Quie bill, the Quie approach, and yet you say in your last sentence, "Yet I cannot, knowing the present state of the art of testing, endorse the criterion-referenced test as a conclusive basis for the allocation of Federal education funds for disadvantaged children."

You leave us hanging just a little bit because you indicate interest in it, you don't like that approach, but you don't point out something that might be preferable. Could you briefly give us a little guidance in that area?

Dr. NIX. Well, the point I was trying to make was this, Congressman Ashbrook. I do not think that the criterion-referenced test concept has developed sufficiently to where you can test 3,000 students within a State and base a Federal appropriation or an allotment on that. I admire the Congressman's principle that he is trying to build on in terms of improving, getting to individualized instruction and meeting the needs of an individual student.

Now, that is what he is trying to do, I think. But I do not think that the sophistication has developed to the point that you can contract, as he is proposing here, with some commission or with some outside group to go in a State and test 3,000 students and say, look, that State is entitled to x millions of Federal dollars. That just doesn't hold water with me.

But the concept of individual needs, individual analysis, and an instructional program based to meet those individual needs, this I buy. But not for Federal appropriation.

Chairman **Perkins**. Mr. Andrews.

Mr. **Andrews**. I believe not, thank you.

Chairman **Perkins**. Mr. Pepper, Senator Pepper.

Mr. **Pepper**. Well, Mr. Chairman, this is very gracious of you to allow me the honor of sitting with you and to ask questions. I will not impose upon your time, but I would like to ask two questions.

One is that I was very much interested in your statement which appears on page 2 of your statement. I would very much like to see the Federal share of educational funding, whether it is 33 percent, 20 percent, or 7 percent, be transmitted to the State agency having the consititutional or statutorial authority for public, elementary, and secondary education to meet that State's educational needs.

Now, I have wondered for a long time why it wouldn't be desirable for the Federal Government simply to appropriate money to the States for educational purposes with due regard being given to the States where the need is the greatest, and perhaps to areas and categories of students where they need it the greatest.

Is that your general idea?

Dr. **Nix**. Well, what I was referring to there, Senator Pepper, is that whatever money flows from the Federal level to the States for public education, the Federal Government should respect the State's constitutional or statutory assignment of the responsibility for public education within that State, and not let it flow to a Governor—and I have a great deal of respect for Governors, I have to work with them—for him to use it as a, in many instances, as a political payoff in terms of rewarding some particular individual group of people within public education, that this ought to be left either to a constitutional State board of education or, if not to a State board of education, it ought to be left to the State legislature then, and not one individual.

This is my problem presently with the impoundment of funds. I do not believe that a democracy can continue whenever you have one man who is going to determine the priorities of an entire Nation as it relates to the expenditure of Federal funds.

Mr. **Pepper**. Well, my second question, then——

Chairman **Perkins**. That is presently being done.

Dr. **Nix**. Yes, sir.

Congressman, we have the President sitting up there. He is deciding what he is going to let us have in public education in this country, and we have elected all of you people to represent us, and a democracy doesn't work with one man making all the decisions.

Mr. **Pepper**. I couldn't be stronger in my adherence to your views than I am. I share your views wholeheartedly.

The second question I wanted to ask, is as chairman of the Crime Committee of the House of Representatives, we have had hearings all around over the country as to the drug problem in the schools. And generally, we have found that the schools would like to have special personnel, specially trained drug counselors, teachers with knowledge of drugs, would like to help educate the parents as best they could, but they don't have the money.

Have you found that to be true in Georgia?

Dr. NIX. Yes, sir. We got $40,000 out of the Federal program that you have on local law enforcement.

Mr. PEPPER. LEAA.

Dr. NIX. Yes, sir, that's right. We wrote up a project and we got $40,000 2 years ago, and we worked up a——

Mr. PEPPER. For the State?

Dr. NIX. For the State.

Mr. PEPPER. How many schoolchildren do you have in Georgia?

Dr. NIX. We have 1,100,000.

But what we did with that 40,000, Congressman, was this. We worked out a program in which we brought a representative from each college in the State into a training program, a month's training program. Then we asked each one of those colleges to work with at least one teacher from every junior and senior high school in the State in a workshop-type program with the idea of trying to get at least one person in every high school and in every junior high school who had some knowledge and some background in the whole business of drugs so that we would have some person a child could go to or a parent could go to.

Now, one is not enough, but, yes, sir, we desperately need some help in this area.

Mr. PEPPER. Does this new program, this so-called better schools program recommended by the administration, seem to you to offer any more hope for money for dealing with the drug problem in the schools?

Dr. NIX. No, sir. In fact, we will have to cut off some free lunches, or cut off some title III programs or some vocational programs if that thing passes.

Mr. PEPPER. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Andrews, any questions?

Mr. ANDREWS. No, I believe not. I am enjoying this very much and benefiting from it.

Chairman PERKINS. Let me thank you very much, Dr. Nix.

Dr. NIX. Thank you, Mr. Chairman and members of the committee.

Chairman PERKINS. I am going to recognize Mr. John Buckley, administrative assistant to Congressman Dante Fascell, who will submit a statement for the record at this time.

Go right ahead, Mr. Buckley.

STATEMENT OF JOHN BUCKLEY, ADMINISTRATIVE ASSISTANT TO HON. DANTE FASCELL

Mr. BUCKLEY. Mr. Chairman and members of the committee. I am John Buckley. I am Congressman Dante Fascell's administrative assistant. He asked me to welcome you to our salubrious climate and to commend you for your presence here. We hope that your presence will mean a more healthy climate and better conditions in the field of education for our youngsters.

I will submit his statement for the record, and would particularly call your attention to the point that is particularly stressed, the need for continuation of Federal impact aid funds and the effect a total elimination of these funds will have on some of the local communities that have large numbers of Federal employees and large military installations.

I thank you very much.

[The statement referred to follows:]

STATEMENT OF HON. DANTE B. FASCELL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. Chairman and Members of the Subcommittee, I welcome you to South Florida for these important hearings and commend you for the leadership role you have played, and continue to play, in education programs designed to benefit all Americans.

The Elementary and Secondary Education Act of 1965, which is now under siege by the Administration, initiated a new phase in the government's attack on the age-old problem of granting equal educational opportunities to all Americans.

It is ironic that we, the richest nation on earth, should have waited for so long to provide such opportunities. To back away from this commitment at this point in time is unconscionable. Regardless of what sanctimonious title the Administration attaches to its proposal or what run-dawn cliches it uses to disparage the existing program, the Administration's euphemistic-sounding Better Schools Act represents a retreat from the commitment we in the Congress made in 1965, and have reaffirmed since, to the education of our children.

Even the staunchest Administration supporters of this so-called "education revenue-sharing" proposal concede that there will be cuts in as yet unspecified areas.

Mr. Chairman, I urge you, as the original sponsor of the hallmark legislation which the Administration is presently trying to gut, to stand firm on your proposal, H.R. 69, which would extend the Elementary and Secondary Education Act.

Under this same shield, we are witnessing an attempt to dismantle—or, at the very least, seriously shackle—vital adult and vocational education programs. It would be a tragedy to see these programs curtailed. It is obvious that thus far, regardless of how successful these programs have been, only a very small percentage of those who need these services have been helped.

In this age of rapid technological growth, we have all too often witnessed the sad spectre of individuals who are no longer equipped to handle jobs they once held. To such individuals the options are few: they may either become burdens on our society, dependent on welfare; or, through Job Retraining Programs, they may still be useful, viable members of our labor force.

We cannot permit these programs to be recklessly stripped or see their objectives obfuscated.

Another matter of grave concern to me—and, I am certain, to many of our colleagues—is the attempt to reduce or totally eliminate impact aid funds. The federal government must continue to bear some responsibility for the cost of educating the children of Federal employees who are brought to an area solely at the behest of the Federal government.

In many areas of this country, large concentrations of Federal employees, be they civilian or military, have necessitated restructuring of entire school systems; this has included the building of new facilities, the purchase of additional equipment, and the hiring of additional personnel. It is inequitable for the local school system—and, in turn, local tax payers—to bear the brunt for such outlays.

In Monroe County, which is in my Congressional District and just South of Dade County, the school system received almost $1 million during the 1971-72 academic year in impact aid funds. This amount represented about 10% of the systems operating budget. On the other hand, 30% of the student population consists of military dependents, primarily from the Key West Navy complex. The people of Monroe County cannot be asked to carry the full cost of the education of military dependents.

While it may be time to re-evaluate this program, it is inconceivable to me that it can be totally eliminated.

Mr. Chairman, my thanks again for allowing me to present my views. Again, I trust that you and the Subcommittee Members will find this South Florida hearing a rewarding, informative experience.

Thank you!

Chairman PERKINS. Let me say that Congressman Fascell has always supported this program and all other educational programs. He is one of our great Members in the Congress. I want to thank you for appearing in his behalf today.

Mr. BUCKLEY. Thank you very much, Mr. Chairman.

Chairman PERKINS. Any questions, Mr. Ashbrook?

Mr. ASHBROOK. None, thank you.

Chairman PERKINS. Mr. Pepper?

Mr. PEPPER. No questions.

Chairman PERKINS. For our next witnesses, I am going to ask the panel of superintendents from Florida to come around. They are Dr. James Longstreth, superintendent of schools, Gainesville, Fla.; Dr. Raymond Shelton, superintendent of schools, Tampa, Fla.; Dr. Cecil Carlton, superintendent of schools, Perry, Fla.; and Dr. Cecil Hardesty, superintendent of schools, Jacksonville, Fla.; and then Mr. Jon Stapleton, Federal-State relations director, State of Florida, accompanied by local title I directors.

We will first hear from Dr. Longstreth. I am glad to welcome all of you gentlemen here this morning. And without objection, all of the prepared statements will be inserted in the record.

[The statement referred to follows:]

STATEMENT OF DR. JAMES W. LONGSTRETH, SUPERINTENDENT OF SCHOOLS, ALACHUA COUNTY, FLA.

Alachua County, Florida is located in North-Central Florida. The school district includes all children in the county with a 1970 census population in excess of 100,000 persons, 22,300 of whom are enrolled in the K–12 public school program. Gainesville, the county seat, is also the location of the University of Florida and Santa Fe Community College.

The racial makeup of the district is 65% white and 35% black. Approximately 33% of the population are classified as economically disadvantaged when utilizing the United States Department of Agriculture formula for determining eligibility for free and reduced price lunches.

Our thirty-two schools are all desegregated with enrollments composed of no less than 51% or no greater than 73% white children. Total desegregation of our schools now enables us to turn more of our attention and energy to specific educational concerns.

The FY–73 operating budget of the school district is approximately $18,000,000 of State and local resources. Approximately 1,200 instructional personnel and 800 noninstructional personnel are employed by the school board to conduct its program.

Federal funds under the provisions of the Elementary and Secondary Education Act of 1965 as amended amount to more than $1,000,000 allocated to provide vital supplemental programs for educationally disadvantaged children, additional library resources, exemplary programs, and special programs for physically and mentally handicapped children in the district.

FY–73 has been viewed as the "year we turned the corner" in Alachua County in many areas. Not the least of these areas is with regard to the impact of federal aid to our school system. We are just now beginning to witness significant and positive changes in children as a direct result of the educational programs enabled by the funding ESEA, 1965.

We have just reached a point in time when our knowledge of various program effects coupled with a new stability of program staffs has enabled us to develop effective educational interventions for children. We have found that by concentrating our programs on fewer children, selecting children with greater potential (as opposed to a random selection among the target population), stressing program accountability, maintaining closer adherence to guidelines, and decentralizing the program to the school level, we have observed significant educational improvement by those children involved in the program.

Even though we are heartened by the positive feedback we are now receiving about the programs in operation, we are disheartened by the knowledge that these programs may become a part of the past. While we expressed pleasure at the thought of revenue sharing as a benefit for education, we now express gloom that it may replace an effective and efficient utilization of federal dollars which have a big impact on children. We are faced with a situation in which a real example of compensatory education proving to be successful might be replaced by a new set of rules, procedures and objectives.

The Elementary and Secondary Education Act of 1965 is not perfect legislation. There are some of the guidelines and restrictions which we find difficult to cope with. But the overall positive effect on the children of Alachua County has been extensive. We are now discovering the hard data to show program success. A reduction or elimination of program or a change to a new ballgame at this stage would, in my opinion, not be in the best interests of the children being served.

The following information relates to specific programs we have developed using funds authorized by ESEA, 1965.

ESEA, TITLE I

($510,000 ANNUALLY)

The first ESEA, Title I proposal funded for Alachua County was prepared for FY-66. Alachua County has participated in the program each year, including FY-73. The over-all focus of ESEA, Title I assistance to Alachua County has been upon Reading Remediation. The specific goal designation has been, "Remediation of Learning Disabilities through Direct and Indirect Approaches, with Special Emphasis upon the Field of Reading."

Indirect approaches have included developmental activities and ancillary services: guidance and counseling, including behavior modification; testing and measuring home-school coordination; community involvement; referral services, nutrition; physical remediation, including motor sensory; cultural enrichment; self-concept enhancement; medical and dental services; creative arts; and media services.

Direct approaches have dealt with skills development through programs specifically designed to care for individual differences in needs through diagnosis and prescription. The in-center Learning Laboratory has been the key vehicle for the delivery of individualized instructional services. Title I funds have provided teacher-aide teams and materials for the operation of these programs.

Alachua County has served as a model for effectiveness of school integration. Title I activities have consistently included a viable ratio of blacks and whites at both student and teacher levels. Bi-racial involvement and commitment to the common cause of compensatory education have been basic to integration facilitation.

The Title I Policy Advisory Committee was initiated at the beginning of the ESEA funding period. During the first few years of operation, the PAC members were selected categorically by LEA staff. During the past four years, PAC members have been added on a volunteer basis with special invitations being issued through public news media, LEA newsletters, and other means of communication to parents of students served. At all times, a 51%+ ratio of parents has been maintained. Parent involvement has been a vital contributor to program success.

Title I activities have been publicized by the local news media and through many local organizations. The program has been recognized and respected for its high professional quality and for its obvious effectiveness in combating the cumulative manifestations of cultural and economic deprivation. Many of the benefits continue to be of a nature not easily measured by quantitative or qualitative instruments.

Mrs. Linda Ramsey, Early Grades Task Team Leader, describes the impact of the Title I program on one child as an example of the range of services by the team:

"One of our first grade children at Lake Forest Elementary School who has been seen every day in small group instruction by the language development and perceptual motor resource teachers has made excellent academic progress. She has also received treatment for her urgent dental needs by the only pedodontists in Gainesville. The team dental hygienist has made home visits to discuss the child's dental problems and to start a program of home care so that the dental work that is done will have lasting effects. The child has also been seen at the Alachua County Pediatric Clinic for a potentially serious skull injury. She is now being seen at the Pediatic Clinic for continuing care, and this was made possible through the efforts of the team's nurse and pediatric consultant. The team's guidance counselor has worked with this child in self-concept development and intellectual assessment. The parents come to the school for feedback about this child's educational progress and growth—an indication of parental interest which would not likely have occurred without the "over and above" services provided by ESEA, Title I.

"This example has been offered as only one instance of the impact of the intensive intervention provided by the team. So many more examples could be provided: children who are now receiving psychiatric treatment; parents who no longer see the school as a place where their children continually fail and get into trouble; children who smile instead of frown when you see them in the hallway; and teachers whose perceptions of a child's behavior have changed drastically as a result of accompanying a team member on a home visit.

"There is no similar program available except through the ESEA Title I funds. We believe that it is a good program, and that it makes a lasting difference in the lives of the children that we contact.

"Title I for me represents a pulling together of home, school, and community resources to deliver services to children that would otherwise not be available. So often, we all know what needs to be done to enable a child to take advantage of an education, but there is no way and no one to assist at a critical time. Our society represents the finest knowledge available in the history of mankind, but it is often unavailable to those who have the most need because of something that is trivial; i.e., the incorrect form, no transportation, or an insecure feeling. Title I has been at the right place at the right time for so many children, and without the funds available to continue the rapport that has been established, we will take a giant step backwards for mankind."

Test results derived from Title I programs nationwide have rarely demonstrated spectacular gains in academic achievement by participating under-achieving students. In fact, researchers at Educational Testing Service have found few Title I programs with reasonably controlled evaluation designs in which more than seven months grade equivalent growth occurred during a year of instruction. (Source—Dr. Daniel Norton, ETS, Chicago.)

Last year (Title I, FY–72) simple gains analyses were conducted, using matched pre- and post-test scores for students in the Title I programs in individual schools in Alachua County. In eight of the fifteen elementary and middle school programs, students demonstrated average grade equivalent gains in reading comprehension of seven months or greater. In two of the four high schools, average gains of seven months or greater were obtained. These data suggest that Title programs in Alachua County were effective in producing significant gains in reading achievement in light of national results. Normal expectations for the children included in the program would have precluded an advancement of this magnitude. In fact, a regression is frequently the case.

This year in Alachua County (Title I, FY–73) reading achievement tests have administered midyear to a sample of under-achievers who are participating in the Title I program and to a comparison sample of nonparticipating under-achieving students. This procedure permitted a comparison of average growth in vocabulary and in comprehension skills from the beginning of the year to the end of January for these two groups of students.

Preliminary analyses of the data revealed that students who are enrolled in Title I programs demonstrated markedly greater reading achievement gains than did comparison students who are not enrolled in Title I programs. In terms of grade equivalent scores, Title I students gained an average of 5.56 months in vocabulary and 5.66 months in comprehension skills during the first four months of school, whereas non-Title I students gained an average of 2.78 months in vocabulary and 4.68 months in comprehension.

An analysis of student achievement growth in reading vocabulary skills according to school program revealed that in ten of the twenty programs average grade equivalent gains exceeding 3.5 months were obtained by students in the sample. With rsepect to reading comprehension skills, in twelve of the twenty programs average grade equivalent gains exceeding 3.5 months were obtained by students in the sample.

Several other provocative findings emerged when the total county sample of Title I participants was analyzed by race and pre-school experience. In general, black students scored lower on the pre- and mid-year vocabulary and comprehension tests than did white students. However, black students consistently demonstrated greater grade equivalent achievement gains on both reading subtests than did white students. Similarly, students who had attended only summer Head Start scored lower on both subtests than did students who attended kindergarten or both kindergarten and Head Start. However, these students demonstrated greater gains during their first four months on the Title I program than did students with longer pre-school experiences. These results suggest that the Title I program in Alachua County may be effective in beginning to close the achievement gap for black students and for students with limited duration pre-school experiences.

A pre- and mid-year language comprehension test (Boehm Test of Basic Concepts) was administered to students in kindergarten and first grade who were not ready to take a reading test. Although the average score of Title I sample students on the pre-test was several points lower than that of comparison children, target students demonstrated an average gain in language comprehension almost twice as great (8.19 points) as that of comparison students (4.46 points).

CHART I. STATISTICAL DATA ESEA, TITLE I

ALACHUA COUNTY

Year	Amount	Number of children treated	Average per-pupil expenditure
1966-67	$399, 537	4, 065	$100
1967-68	531, 917	3, 254	164
1968-69	531, 917	3, 056	175
1969-70	430, 221	2, 262	1[illegible]1
1970-71	430, 000	1, 519	28[illegible]
1971-72	510, 404	1, 688	303
1972-73	510, 404	1, 333	383
Total	3, 344, 440	17, 137	1, 600

Note: Average Per-pupil expenditure, $228.

TITLE II

All public schools and qualifying private schools in Alachua County have received Title II benefits. The Title II programs have enriched the library resources through the provision of additional books, periodicals, other printed library materials, and audio-visual materials. The Title II Policy Advisory Committee set the following priority needs upon which to focus Title II assistance:

1. The need for materials that will facilitate the individualization of instruction.

2. The need for up-dating and increasing the quality and quantity of multi-ethnic materials in order to further county-wide efforts to achieve a unified school system.

Although providing monetary aid to the Local Education Agency is of prime importance, another major service rendered to the schools by Title II is that each agency must: (1) insure that definite per-pupil expenditure for library resources is included in the individual school budget, thereby assuring adequate funding in this area, and (2) insure that each year the per-pupil expenditure for library resources in each school be increased over the previous year's allocation, again assuring expansion of media resource.

CHART II.—*Statistical Data—Title II, Alachua County*

1966 to 1967	$43, 788
1967 to 1968	43, 788
1968 to 1969	22, 435
1960 to 1970	19, 934
1970 to 1971	36, 304
1971 to 1972	44, 066
Total	210, 315

In 1968 an ESEA, Title II Demonstration School Library Grant was awarded to Howard Bishop Junior School library in the amount of $25,000. This was one of four (4) such libraries chosen in the State of Florida to serve as a demonstration center, to which administrators, teachers, librarians, school board members, parents, civic leaders and others might come to observe exemplary library activities.

TITLE III

Alachua County currently has one exemplary program in operation under the provisions of an ESEA, Title III grant of $52,223.

Project Circle (Cooperatively Involved Resources for Children in Low Income Environments) provides a comprehensive approach to early childhood education for children in low income environments. Project Circle involves children, parents, staff, public school personnel, and community resources in a coordinated early learning program. At the center of Project Circle is an early childhood learning model for thirty (30) children three and four years old. This center is located in a HUD facility in the city of Gainesville, Florida.

Studies show the academic growth among low socio-economic status children is considerable during the year they spend in kindergarten. Project Circle provides a more intensive school experience at the pre-school level in an attempt to experience an even higher degree of gain, especially in the area of language developemnt.

This early childhood learning model is staffed by early childhood specialists. The facility has been provided by Gainesville Housing Authority (HUD) and the building is specifically designed to meet the needs of the children it serves.

This cooperation between the Gainesville Housing Authority and the Alachua County School Board is unique since it provides for total home, school and community involvement.

To release parents from homeboundedness, this center provides a broadly conceived, innovative educational program, permitting parents to acquire career training or to seek regular employment.

Project Circle serves as a focus for cooperation and articulation of numerous community resources including a comprehensive nutritional and medical program which could be generalized to other projects.

The pilot center has been in operation since September 1972. The early childhood staff working with the children includes a master teacher, helping teacher, and parent aide. The basis for the curriculum within the center includes special emphasis on language development, perceptual motor skills and large and small group activities for social development.

Under the coordination of the health paraprofessional, children have received medical consultation bi-monthly and there has been consistent up-date of immunization records. To date, over 70% of the children have received a complete medical evaluation.

A cooperative effort with the College of Architecture which has a grant with National Institute of Mental Health has produced a model playground at the center. The objectives of language development, motor and social skills have been greatly enhanced by the interaction of the children on the exemplary equipment. The data being collected by both projects has provided vital information for prescriptive teaching techniques to be fed back into the curriculum.

Evaluation data collected to date have shown gain in the areas of skills selected for investigation during the planning phase. 63% of the children enrolled showed more than four months' growth in language age during a four-month instructional period. On the Peabody Picture Vocabulary Test the average language age growth for all of the Circle children was 5.2 months during the four months of participation.

There appears to be sufficient evidence of the extent and effectiveness of this project in meeting the standards set for it. Further evidence will be forthcoming with statistical data preparations which will be compiled and reported at the conclusion of the pilot year. Preparations are now under way to plan for operational procedures which would provide for expanded program activities. Further utilization of methods and information gained from this project are currently under way and plans are being formulated for the continuation of those aspects of the program which have proven beneficial and successful.

It may be concluded that Project Circle is continuing to operate as it was intended and shows every indication of a high degree of success in meeting standards and objectives.

CHART 3.

Statistical Data-ESEA, Title III, Alachua County

August 22, 1967 to August 22, 1968	$50,872.00
March 15, 1968 to May 9, 1959	174,516.00
March 15, 1969 to March 31, 1970	90,231.00
April 1, 1970 to March 31, 1971	83,943.16
Total	399,562.16

TITLE VI

Two programs are currently in operation in Alachua County under provisions of ESEA Title VI.

A grant of $83,000 is providing for appropriate instructional opportunities for 245 emotionally disturbed children in the school system. The program includes personnel and materials to initiate and evaluate different organizational arrangement of classes.

Five techniques are being employed: 1) self-contained classrooms where students remain with a single teacher throughout the day; 2) a resource teacher is provided to work with other teachers particularly with the handling of children categorized as emotionally disturbed; 3) an itinerant teacher serves several schools in the districts; 4) a diagnostic prescriptologist works with teachers to develop programs to be conducted by the regular classroom teacher; and 5) a crisis intervention specialist is available for severe emotional disturbances. This is the first year of operation of the program for emotionally disturbed children in the district.

A grant of $51,026 is in its third and final year of operation to develop a procedure for early identification of children with specific learning disabilities. This project is part of a five-district program to 1) identify, 2) diagnose, 3) prescribe, 4 develop remedial programs, and 5) evaluate programs for specific learning disabilities. Each district included is responsible for one of the five program areas. Alachua County's emphasis has been found to be 93% accurate in identifying specific learning disabilities at the kindergarten and first grade levels. The procedures are designed to identify deficiencies in young children's learning by directly measuring the receptive and expressive aspects of spoken and written gestures and tactually experienced symbols regardless of socio-economic background.

Two new Title VI programs have been contemplated for FY-74. The first is an application for $90,000 to provide a multi-county program for hearing impaired children. This proposal will provide personnel, instructional materials and equipment, transportation, and either some building remodeling or transportables to aid in housing, for a sequential educational program for hearing impaired children in the following seven counties: Alachua, Bradford, Columbia, Gilchrist, Levy, Marion, and Union. More than forty children, ages 4–15 years, have already been properly identified.

The second project for $75,094 is continuing grant of the FY-73 project for teaching emotionally disturbed children. The project will provide personnel and materials to continue a second year to evaluate five different organizational arrangement of classes for emotionally disturbed children, in Alachua County, so that in the future they may be served more efficiently and effectively.

CHART 4.—*Statistical Data-ESEA, Title VI Alachua County*

Fiscal year and title:	*Amount*
1968—Title VI-A, Improving Instruction of Exceptional Children	$13,424.00
1969—Title VIA-A, Improving Instruction of Exceptional Children (continuation)	19,346.00
1970—Title VIA-A, Improving Instruction of Exceptional Children (continuation)	13,646.00
1972—Title VI-B, Procedures for Early Identification of Children with Specific Learning Disabilities	35,415.00
1973—Title VI-B, Procedures for Early Identification of Children with Specific Learning Disabilities (continuation)	51,026.00
1973—Title VI-B, Teaching Emotionally Disturbed Children	83,000.00
Total	215,857.00

SUMMARY

We are extremely concerned about the future of the Elementary and Secondary Education Act of 1965. The programs which we are operating as a result of this enactment are proving to be successful. Children in Alachua County have improved their educational position as a direct result of these offerings. We seek continuation of these programs as a minimum. Expansion of the programs would be desirable. We have felt the excitement of success. We ask to be permitted to continue.

STATEMENT OF DR. JAMES LONGSTRETH, SUPERINTENDENT OF SCHOOLS, ALACHUA COUNTY, GAINESVILLE, FLA.

Dr. LONGSTRETH. I have submitted a prepared statement.

Gentlemen, I thank you for the opportunity to appear before the subcommittee. We are, as might be expected, quite concerned about the situation as it pertains to the Elementary and Secondary Education Act.

I am superintendent of schools in one of the school districts in north Florida, Alachua County, which is the seat of the University of Florida and it is a school district there of 23,000 students. We have in our school district approximately 7,000 children who would be eligible for title I assistance. I might mention that we are presently serving 1,333 of those children with present funding allocations.

We spend in our school district approximately $800 per student in our operational budget, which is below State average. We are able to allocate for our title I program approximately $383 per child for compensatory education. We have a totally desegregated school system that is now able to turn its attention, I think, to educational matters rather than shifting school populations. The total funds for the Elementary and Secondary Education Act amount to approximately $1 million a year to the Alachua County school system.

We are very much concerned, because we feel that this is the year that we have turned the corner with the Elementary and Secondary Education Act. We are finding now that we are obtaining some significant results as a result of the programs funded under ESEA, and we find that this is so, I think, because of some of the knowledge that we have picked up with regard to the programs and, almost ironically, because of some of the stability that we have been able to accomplish through the continuation of the Elementary and Secondary Education Act. I say ironically, because the stability has been shaken at this particular point. We found that by concentrating on few children, by selecting children with greater potential, stressing program accountability, maintaining closer adherence to the guidelines that have been established by decentralizing the program at the school level, we have been able to accomplish much of the things that we set out to accomplish.

We were very much enthused at the beginning when we first heard about revenue sharing as a benefit for education, and we became very much alarmed when we found out that it might be to replace the Elementary and Secondary Education Act rather than to be supplementary to the Elementary and Secondary Education Act.

We feel that we are faced with a situation where we have a real example of compensatory education that is successful, that would be replaced by a new program, a new ball game, perhaps even new procedures and objectives, and we find this to be of great concern. We feel that a change to a new ball game at this particular point in time would not be in the best interest of the children being served. We benefit in four areas specifically in Alachua County. Our title I allocation is $510,000 annually for the last 2 years. We have permitted the schools to develop specific programs for their children that have been designated as children eligible for the funding, and we are holding those schools accountable for the results. We have found in the last couple of years some hard data that show that results have been coming about, very positive results with regard to the advancement of children.

I included in the prepared statement a statement of one of our teachers in title I, and I would like to point out just two comments that she made that I think are particularly appropriate. She made the statement that there is no similar program available except through the ESEA title I funds. We believe that it is a good program, and that it makes a lastinig difference in the lives of the children that we contact.

She goes on to say that title I has been at the right place at the right time for so many children, and without the funds available to continue the rapport that has been established, we will take a giant step backward for mankind.

One of the things that we have noticed is that we have children in 2 of our 4 high schools and in 8 of our 15 elementary-middle school programs that, on achievement tests, have experienced a gain of 7 months or more during the year. This is very significant, I think, because in very few programs do you find this type of gain in achievement level for these children in other programs throughout the country. We are finding that we are having markedly greater reading achievements in students enrolled in the title I programs, and this reading emphasis has been the major thrust of our title I allocation.

Title II allocations for the district have amounted in the last year to $44,000. Two of the major benefits of this particular aspect of ESEA that we find are that the assurance that there is a definite per pupil expenditure for library resources to be included in the individual school budget, and also the assurance that for each year the per pupil expenditure for library resources will be increased. And I think that that, in itself, is a desirable situation that enables us to provide more effectively for the children.

We presently have one title III project in operation and, if I may, I would like to present a brochure to the committee members with regard to that title III project.

It is one that we are extremely pleased with because we feel that we took the mountain to Mohammed. We moved a preschool program into a HUD development and are working with 3- and 4-year-old children on an all-day basis at their place of residence. And we have made a combination of, we have involved our College of Agriculture at the university in developing a model playground, we have involved other agencies in the community, and the Gainesville Housing Authority has been working with us in provision of facilities. This is the first year of the program and, again, we are finding great success with this particular program. This is the first year in operation, it is a planning grant, and we would like to see this particular program continue.

Under title VI, we have moved into two areas this year. We have received one grant under title VI for $83,000 to provide appropriate instructions for 245 emotionally disturbed children in the school district. We have attempted to apply five different techniques to determine which would be the most effective for some of the children that we are involved with. We have worked in self-contained classrooms, we have provided resource teachers, itinerant teacher services, a prescriptologist to work with the children to find out the exact technique that might be best in an individual child. And we have also gone to a crisis intervention specialist who works with particularly disruptive children.

A second program that we have under title VI has been one of the most successful that I have ever seen any place, and it is to identify children of kindergarten and first grade level who have specific learning disabilities. We have had many problems dealing with these children in the past. We have found that the techniques that this program has developed is now 93 percent accurate in the identification of children with specific learning disabilities at the kindergarten and first grade levels. This early identification and the validity of the identity procedures is going to make a considerable impact on our ability to work with these children at a later time.

We had hoped, and are still hoping, that for fiscal year 1974, we might have a title VI program that would cover seven counties in our area in providing programs for hearing-impaired children. This, of course, would be contingent upon the fate, I'm sure, of ESEA.

A second project we wish to continue is the project for emotionally disturbed children and, of course, we are applying for a continuing grant under the project circle that we mentioned to you under title III. The 1973 fiscal year brought us $135,000 under title VI.

In summary, I would like to mention to you that we are extremely concerned about the future of the Elementary and Secondary Education Act. The programs that we are operating as a result of this enactment are proving to be successful. Children in Alachua County have improved their education as a direct result of these offerings. We seek continuation of these programs as a minimum. Expansion of the programs would be desirable. We have felt the excitement of the success and would ask to be permitted to continue.

Chairman PERKINS. Good speech.

Let me call on the next gentleman, Dr. Raymond Shelton, Superintendent of Schools, Tampa, Fla. Without objection your prepared statement will be included in the record.

[The statement referred to follows:]

STATEMENT OF DR. RAYMOND O. SHELTON, SUPERINTENDENT OF SCHOOLS, HILLSBOROUGH COUNTY, FLA.

Chairman Perkins and Members of the General Subcommittee on Education:

On behalf of the Board of Education, the 500,000 residents of Hillsborough County, Florida, and 106,000 public school pupils, I commend you for seeking from the local educational agencies information relative to problems created by the inadequate federal funding of education.

My statements and comments will be brief because it doesn't take too many words to say: *We need help; we need help now; we need help from sources other than local and State; we need help for compensatory education; we need help for general education; and we need help for equalization of educational opportunity.*

The Hillsborough County School System is located on the West Coast of Florida with the metropolitan area of Tampa being the hub. The 1970 census reflects a population of approximately 500,000 persons. The county is a center noted for its business, manufacturing, shipping, tourist trade, mining and varied agriculture. The District is probably Florida's most diverse. The diversity expresses itself in its various natural resources, economic disparities, and the degree and extent of educational attainment. The District, in addition to its many and varied attributes, is Florida's most renowned cosmopolitan area, as it relates to the number of citizens with varying nationality backgrounds the District has successfully assimilated. The District, with over 106,000 pupils, is the fourth largest in the State of Florida and the twenty-eighth (28th) largest school system in the nation. The population is 20 percent black and approximately 20 percent Latin origin. I say approximately 20 percent Latin since nobody actually bothers to count because it seems to be of little importance to the people in Hillsborough County and Tampa. We are not an affluent county; our School Board can afford to spend only $800.00 per pupil this year which is considerably below State and National averages.

My testimony must include a few remarks relative to the implementation of our Federal Court ordered desegregation plan. The implementation has a tremendous impact on our education program for disadvantaged pupils, ESEA Title I. On May 11, 1971, the United States District Court ordered the Hillsborough County schools to completely desegregate all of its 130 schools enrolling over 105,000 pupils by the opening of the 1971–72 school term. The Court further ordered that the Plan be submitted by June 15, 1971, and set a hearing for June 15, 1971. Although the District covers an area in excess of 1,000 square miles, the Court mandated that in developing the Plan the District begin with the proposition that an approximate ratio of 80 percent white and 20 percent black in all 130 schools would be most acceptable to the Court.

The Hillsborough County School District did develop a Plan following the guidelines of the Court and this Plan was approved by the United States District Court on July 2, 1971. A 156 member Citizen Committee comprising a cross-section of persons including 30 students was utilized in the development of the plan.

Specifically, the Plan clusters, pairs, geographic and satellite zone black and white schools in such a fashion that all schools, at both elementary and secondary levels have been completely desegregated, maintaining, as closely as possible, the following white-black ratios: Elementary, 79%–21%; Junior High, 80%–20%; and Senior High, 86%–14%.

I have carefully studied the provisions for federal funding of education under H.R.–16 and conclude that the passage of this bill will provide many solutions to the educational problems facing our school district.

The Hillsborough County School District presently has 24,160 children from low income families who are eligible for compensatory education through ESEA Title I. However, the level of funding is only adequate to provide for 5,880 or 24 percent of the 24,160 eligible youngsters. May I remind the Committee that the amount of funding of ESEA Title I to our District has been reduced considerably during the past several years, notwithstanding that inflation has affected the cost of materials, supplies, and personnel which has resulted in a reduction in the number of personnel that we have been able to provide for the delivery of Title I services to target pupils. While over the past several years the amount of Title I funds have been reduced, the salaries have constantly been increased. For example, in 1968 a beginning teacher earned $5,200; today, the same teacher with the same experience and same qualifications earns $7,000. Now, we have been notified that we anticipate another 10 percent cut in our Title I funds amounting to $203,000, which will further reduce the delivery of services to target pupils.

Prior to the implementation of our Desegregation Plan, the vast majority of Title I eligible pupils were concentrated in certain geographic areas which made the delivery of Title I services to these youngsters more convenient and less costly. Now with the implementation of the Plan, Title I eligible youngsters have been dispersed into 132 separate schools which increases the cost and complicates greatly the process of reaching and satisfying the needs of these youngsters.

The $800 per pupil expenditure by the District depletes the local financial resources to the point that very little provisions can be made locally for compensatory education. Presently, there are 18,280 or 76 percent of the Title I eligible youngsters in the District *not* receiving Title I services.

The available tax sources for financing education at the local level have been extremely narrowed because of the many and varied services in all areas of government demanded by local residents. Presently, the main source of financing for education is the Ad Valorem tax. Property taxpayers are strongly resisting increases in this area because of heavy taxes being imposed for services in other areas.

Because of desegregation, all 132 schools throughout our entire District have been required to take another look at their entire scope of programs—both academic and non-academic—with the intent of providing services and experiences for youngsters with varying racial, ethnic and cultural backgrounds. To provide programs resulting from this assessment has necessitated the expenditure of additional funds from local sources.

Hillsborough County spends approximately $800 per pupil, whereas the National Expenditure as estimated by the National Education Association for 1972–1973 is $1,034.00.

The disparity that exists between the local expenditure per pupil and the National Per Pupil Expenditure, coupled with the perplexity of problems resulting from social change strongly suggests the dire need for federal support for general aid to education.

With advancements in technology, the interdependence of nations, the mobility of people, the role of education and the promotion and acceptance of democracy, preclude the federal government's taking a greater and more aggressive role in the support of education at local levels.

With the quality of education being of national concern, when one considers the mobility of the American population, quality of educational opportunity becomes foremost. I agree with Chairman Perkins that the quality of education afforded a child should not be based solely upon the tax paying ability of the local School District in which he happens to reside.

Therefore some source of funding which tends to equalize the opportunity for all school youngsters should and must be provided.

Further, I have carefully studied provisions of H.R. 69, the short title being "Elementary and Secondary Education Amendments of 1973" and wholeheartedly agree with this effort. It is most essential that federal provisions for funding compensatory educational programs be extended.

May I present to the Committee some hard and objective data which grossly substantiates the success of our ESEA Title I Reading Readiness Program. This data provides the names of ESEA target pupils by schools and shows the raw scores and stanine scores of each participant on the September and December Testing. Please note the vast improvement in performance between September and December.

This test data speaks for itself as relates to the success of ESEA Title I Programs and strongly indicate the growth and achievement that can be made with disadvantaged pupils with adequate federal support for education.

However, I carry a heavy burden of guilt for this tremendous growth in achievement shown in this data is shared and enjoyed by only 24% of the ESEA eligible pupils. Inadequate funding denies this growth to 76% of my District's ESEA eligible youngsters.

Thank you for hearing me. I should be most happy to answer any questions you may have about my remarks or the issue in question.

STATEMENT OF DR. RAYMOND SHELTON, SUPERINTENDENT OF SCHOOLS, TAMPA, FLA.

Dr. Shelton. Thank you, Mr. Chairman.

The first thing I would like to do would be to commend this committee for this meeting so the local school districts can have the opportunity of appearing before you and tell you directly what we think our problems are and maybe what our progress is.

My prepared statement is brief and my remarks will be brief because it doesn't take too many words to say we need help, we need help now, we need help from sources other than local and State, we need general education help, we need compensatory education help and I think we need equalization of educational help so our youngsters can have the opportunity where it counts.

Tampa is a large school district, Hillsborough County, I think it is the 27th or 28th largest in the United States. We have over 105,000 youngsters. The correct figures are in here, and I think about 24,000 youngsters that would qualify under title I. We are not serving that many of them, we are serving about 5,800. But you can see the need there without any question.

There are some problems that we have that may be peculiar to us alone. Our school district is a very large school district geographically, about the size of the State of Rhode Island. And we are completely desegregated by court order. The student ratio is 80 percent white and 20 percent black in the school district and every individual school in our county. We are cross busing 55,000 youngsters in our county with no additional funds for that purpose, other than we did get help from ESEP funds a year ago, the largest grant in the United States. This is now being cut way, way back, and is hurting our district.

Desegregation hurts our title I program because at one time our disadvantaged youngsters were concentrated in various parts of the city. They are now spread all over the county, so it is harder for us to get the services to them and this is a drain on what funds we do have. I think in 1965, we had slightly over $2 million coming into our title I program. Those funds this year are slightly less than $2 million, yet the average teacher's salary during that period of time has gone from $5,000 to over $9,000. We have reduced personnel by the hundreds but we are still trying to operate the program. Inflation and the effect of desegregation are hurting us very badly. We need the continuation of this program. We need, I think, a tremendous expansion of this program in our country and, certainly, the rest of the United States.

I would like to say that we have good data on a number of programs which prove title I moneys spent as they are now spent, do improve education.

I would like to mention just one program and give you just one copy. I couldn't prepare 25 others, the budget is so limited I couldn't produce it. This is our ESEA reading readiness program.

Chairman PERKINS. What comment do you have on some of the studies that are being made that say the achievement results have been practically nil?

I know that when we initiated the program back in 1965, 1966, the money was spread thinly here and there and we didn't understand the program to the extent that we understand it today. But studies made by the committee all indicate that the only thing wrong with the program presently is the underfunding; that the achievement results have far exceeded reasonable expectations for the last 2 or 3 years.

Do you want to comment along that line?

Dr. SHELTON. Yes, I would like to comment on that. The studies have not been conducted in Tampa. If they had have been, they would have seen achievement and progress and data to prove that. I think originally that the wide disbursement of funds made it difficult to get achievement or test achievement results. Now that we have concentrated and tried to impact the moneys so that we have $350 per pupil additional, it has made a great difference. This is why we are serving

5,800 out of 24,000 youngsters, where we can make a great impact with the 5,800.

I will share guilt, it's a tragedy that I'm not affecting the other 18,000 youngsters. We could do the same thing with them.

Here is a reading-readiness progress that affects 3,700 of these youngsters. The names of the youngsters are in here, test results before and after. I can turn to any page and read you a name. Here is Theresa Allen in grade 1—this is the Seffner Elementary School in Tampa, Fla.—was at the first stanine, the lowest stanine, in September when the first test was given. In December when retested, she was at the third stanine. The next one is Darrel Baker, first stanine, is now at the fifth stanine. Here is a youngster who was at the third stanine, Carol Johnston, who is now at the seventh stanine as a result of title I moneys in this program.

There are 3,700 names in here. I will give you this one copy, maybe some of your aides can extract information from it.

We have the same kind of data on other programs where we have worked with underachieving, disadvantaged children at the junior high school level, particularly in the seventh grade level, youngsters who should be in the ninth grade, some of whom should be in the eighth grade level.

And, in a year's time we have moved those youngsters back with their grade level, with their chronological age level. We have saved money by doing that. We have moved them far enough ahead that they can move ahead with their class, and this saves the money we would have to spend to repeat grade after grade for these youngsters. And we have kept other youngsters who were predicted to fail, we have moved them far enough up that they can proceed with their class.

These are the programs which we have data on and we wish there were more time, but we certainly could submit any of this to any of your aides if they would like it at any time.

The program needs to be expanded tremendously. We need now twice the amount of money we had in 1965 to do the same things we were doing in 1965. The $2 million is now affecting 5,800 youngsters where it affected 24,000 youngsters. You can multiply that very easily for what we need in Hillsborough County to do these kinds of things, and it can be done. If we have the funds, I guarantee you we can do it. We certainly would appreciate your support to general aid, to equalization aid, and the bills that you propose here I support, too, very, very strongly.

Chairman PERKINS. Thank you very much.

I will next call on Dr. Cecil Carlton, superintendent of schools in Perry, Fla.

Dr. LONGSTRETH. He is not here.

Chairman PERKINS. We will then hear from Dr. Donald Johnson, associate superintendent of schools in Jacksonville, Fla.

STATEMENT OF DR. DONALD JOHNSON, ASSOCIATE SUPERINTENDENT OF SCHOOLS, JACKSONVILLE, FLA.

Dr. JOHNSON. Thank you very much, Mr. Chairman.

I appreciate very much the opportunity to appear before you, and I speak as representative of Duval County. Dr. Hardesty regrets his inability to be here, but he asked me to represent him and for this reason, I would request permission to submit a prepared statement to your staff at a later time.

Chairman **Perkins**. Without objection, so ordered.

Dr. Johnson. He has asked me to point out a number of things, and I think I should state that in my representation here, I speak not only from my background of four years' experience as an Associate Superintendent in Duval County, but ten years as an Administrator of Federal Programs in the State Department of California. So I am intimately familiar with most of these programs, both in the standpoint of their use in the individual school dstrcts, as well as an administrator at the State Deperatment level.

My comments here will attempt to cover the legislation which you are considering, particularly the continuation of ESEA Public Law 874, and with a few comments on the Revenue Sharing Bill and NDEA Title III.

First, you have directed some attention to the fact that there have been statements made that Title I has been less than optimally effective in influencing the improvement of academic achievement in students. I think that the evidence which has been presented here and which we can support with our experience in Jacksonville, does indicate that this money has contributed significantly to the improvement of the educational programs of children.

Specifically in Duval County, we initiated a kindergarten program with title I money (which is now funded, however, out of State funds). We find that, and we are talking about disadvantaged children who have been given this program 60 percent of them are considered to be good risks for reading as measured by the metropolitan reading readiness tests when they enter first grade. Among those children who have not had kindergarten experience, coming from the same type of homes, less than 20 percent score at that point.

I think it is significant at this time for me to identify some of the characteristics of Duval County schools which influence our attitudes in this legislation. We have approximately 115,000 students. Our school system is about the size of Los Angeles City. We, like Hillsborough County, are operating on a court order. We are cross-bussing 65,000 children each day. We have lost 15,000 students in the past 3 years as a result, the percentage of minority group students has increased roughly from 20 percent to 35 percent of the student population. This has presented us a real problem.

We are currently serving roughly 8,700 students under title I out of an eligibility list exceeding 33,000. We should be receiving $2,366,000 in funds but this year we are losing roughly $180,000 because of the nature of the continuing resolution and the President's failure to make the funds available.

We need title I money. We need roughly four times the amount we are getting. The amendments which you are suggesting in your legislation would go a long way toward making the funds available, improving the amount of money per student. The only additional amendment that I would request is full funding so that we can accommodate the children who do need it.

We do support the continuation of the other titles of the Elementary and Secondary Education Act. I would like to refer specifically to title III because I was the original administrator of title III when it started in California.

In Duval County, we have a marine science center which was initiated under title III. This preceded by a number of years the current interest in ecology and environmental education. We are currently funding it out of district funds; it has a staff of 10 people; it is busy from morning to night almost every day of the year. If it were not for title III, this kind of a program would never have been initiated and certainly would not be continued.

One of the real breakthroughs, I hope—and we are funding it now under title III—is a recognition of the importance of technical education. We have received a grant under title III to deal with the problem in secondary schools of preparing students for technical education which typically is given in post secondary institutions. We have identified 13 families of technical occupations. We are devising curriculums to prepare students so they can take their vocational training in post secondary schools. We feel that without the kind of help we are getting from title III, this would have been impossible.

Nobody has mentioned title IV, and I would like to refer to it because we are the recipients of much of the fine research program materials which have been developed by the Regional Education Laboratories under title IV.

We commend your continued funding of this program because we feel that it is this route which will enable education to obtain the improved quality of materials which simply are beyond the capacity of the local school system, even of our size, to finance.

Title VI, I would like to refer to. We are currently being sued in Federal court under the 14th amendment to provide services to all exceptional children within the county. Based upon the national finance studies, this would represent roughly 13½ percent of the total population of the school system. Without recognition of two factors, one, the need to conduct research, and better means of dealing with the education of the exceptional child, and (2) without funds to provide for both the facilities, the equipment and materials and the teachers, there is no way that the school systems of this State, and of this Nation, can respond to the legitimate needs of the child with learning disabilities.

Chairman **Perkins**. That is true, notwithstanding how many court suits you have and notwithstanding what kind of judgments they render.

Dr. **Johnson**. That is true.

And we, fortunately, have two grants under title VI. One, accountability training for the mentally retarded. How can we be accountable, and what kind of programs will permit us to be accountable for the progress of students who are mentally retarded in the trainable range.

Finally, as far as ESEA, our school system, like many others, suffers from an extremely high dropout rate. Of every 100 students that enter the seventh grade, 30 of them will drop out before they leave high school. The kinds of programs which are funded——

Mr. **Pepper**. Excuse me, what was that last thing you said there?

Dr. **Johnson**. I said, out of every 100 students who enroll in the seventh grade in our county, 30 percent of the students will drop out before they graduate from high school.

And the recognition which ESEA title VIII affords to this problem is rewarding to us and assuring. And out of this kind of program we will find activities and educational supports which will enable us to reduce this dropout rate and enable some of these students to be contributing rather than, shall we say, parasitic members of society.

Chairman PERKINS. One brief question for you gentlemen.

Florida is presently receiving $90,390,089 under the categorical aid program. Under the so-called special revenue-sharing package you would receive only $73,143,000, a net loss of $17,247,089.

What effect would that have on your school systems in this great State of Florida?

Dr. SHELTON. Mr. Chairman, I worked with a very great man, the superintendent of schools in Omaha, Neb., a number of years ago and he said, "Son, always remember that every little million dollars counts."

Now, these may be millions of dollars to you and to the people in Washington in Congress, but to us it is people and programs. And with inflation, with the problems that have been imposed on us that we are trying to solve for our society—for example, discrimination in desegregation, crossbusing which costs me a million and a half dollars a year that I don't have locally—and in the face of that, to cut $17 million is just bordering on disaster as far as kids are concerned, kids that can be helped with programs like this.

Seventeen million dollars would take care of all the needs that we have in title I in your county and my county plus other counties if we could add it to our program, not subtract it. This is a wrong thing to do.

We are talking about a Federal concern. The Federal concern has to be there because of the tremendous mobility of population now. Tampa is a rapidly growing place. We are more than half Yankee now, I think, including me. But it is a Federal concern and the concern has to go the other direction, not taking $17 million out of the State.

Chairman PERKINS. Do you agree?

Dr. LONGSTRETH. Yes, Congressman, I most definitely agree; not only from the standpoint of money, but it's a different ball game. It requires a new gearing up, it requires a new—we are not talking about even doing the same types of things that we have been doing because of the different areas that would be dropped out.

My total operating budget in Alachua County is $18 million. You ask if $17 million would have a bad effect on this State. I would say that if we were to drop a bomb on Alachua County and eliminate Alachua County entirely, people would consider it a major disaster. If we were to take and eliminate the $18 million school budget in Alachua County, it would be a major disaster, and it would be considered a major disaster for the State. And, no matter which way you cut it, if you take $17 million out of the State's educational program, it would be a major disaster.

Chairman PERKINS. Do you want to comment, Mr. Shelton?

Dr. SHELTON. Yes, let me comment on just one thing. We have approximately 10 percent of the children in this State in Hillsboro County, and you are about the same. You are talking about $1,700,000 coming out of Tampa. There is just no way we can make this up, just no way. It has to be programs and people that have to go, that's all.

Dr. JOHNSON. I think the simplest response I can make is that at the last board meeting, which was Monday night of this week, we put on agenda dismissal notices for 248 certificated employees, teachers, coordinators, supervisors.

Chairman **Perkins**. Mr. Lehman.

Mr. **Lehman**. I want to thank you gentlemen for coming. I have been at meetings, especially with Ray, a number of times. Mr. Johnson, I know you are representing Mr. Hardesty here. I want to wish him a great retirement, and a lot of health and happiness.

I think you have already adequately expressed the fears and the apprehensions of what will happen if we do not get support for ESEA as is going to be offered by Mr. Perkins in H.R. 69. I am just glad to get your testimony to help us in the passage of this legislation.

Mr. **Andrews**. Mr. Chairman?

Chairman **Perkins**. Mr. Andrews, do you have a question?

Mr. **Andrews**. Mr. Chairman, I don't know that I have any particular question, but I, too, would like to thank them.

It seems to me that this has evolved and is evolving into a very fine partnership between you Representatives in the Congress and you gentlemen who administer the program for the people who in turn so tremendously benefit this number of children. It is just reassuring to get the kind of reports we have received from you and others here today with the success the program is obviously having where you see it.

It is just such a pleasure to have a rather remote, but on this occasion personal contact with you, and realize how much you can help us in what we are trying to do and vice versa.

It is just a pleasure to be with you.

Chairman **Perkins**. Senator Pepper.

Mr. **Pepper**. Thank you, Mr. Chairman.

These very distinguished representatives of our educational system in three of our major counties of the State emphasize very "bigly" that what we need is not a new format for Federal aid to education, but more money. That's what you need.

Dr. Shelton pointed out there in his statement that even now with what we are getting, and the proposal of the administration to reduce that, only 76 percent are getting the benefit—Either 76 percent that are getting it or is it 76 percent that are not getting it?

Dr. **Shelton**. Seventy-six percent are not getting it.

Mr. **Pepper**. Seventy-six percent of the children in Hillsboro County who are eligible under title I and who are not getting it because there is not enough money. And now they propose to come along and reduce that. And goodness knows what would happen under the new program, whether we would get what we are told we would get or not.

Thank you, Mr. Chairman.

Chairman **Perkins**. What percent of your children are you presently taking care of?

Dr. **Shelton**. Roughly 25 percent is all.

Chairman **Perkins**. And what is yours?

Dr. **Longstreth**. Twenty-four percent—about 15 percent.

Chairman **Perkins**. Based on what count?

Dr. **Longstreth**. We have 7,000 children that would be eligible for title I and we are serving 1,333.

Mr. **Ashbrook**. Is that on the 1960 census?

Dr. **Johnson**. The 1960 census in our case, 24,000 on the 1960 census and we are serving 8,000.

We have made a resurvey of eligibility each year in the past 3 years, so our figures are accurate based upon the criteria of 1960, not on the criteria of the law but based upon existing data. We are serving 8,709 out of an eligible 33,939 students.

Mr. Chairman, I would like to make one observation.

As a school system that shares the same fate as Hillsboro County, that is, our eligible students, rather than being concentrated in single schools, are distributed throughout the system.

We urge your consideration of modified regulations in respect to comparability. The law as written, and the regulations that are written are not designed for systems which have abided by the law of the land and integrated their school systems.

Chairman PERKINS. That would be well considered.

Mr. LEHMAN. Mr. Chairman.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. I was going to also comment on that, that you are penalized by trying to implement the court order and the children are penalized by conforming to the court order when they are moved from target to desegregated schools.

I would be happy to work with you on that problem.

Dr. SHELTON. It may not be appropriate, but I would just like you and the other members of the committee to know how pleased I am to be able to call Mr. Lehman, Congressman Lehman, and how pleased I am to see him on this committee because I know he is going to contribute greatly as he has in the past.

I hope I can continue to work with you.

Mr. LEHMAN. I'm getting great help from my leader.

Chairman PERKINS. Thank you, gentlemen, very much. I appreciate your appearing here today.

Our next witness is Mr. Jon Stapleton, Federal State Relations Director, State of Florida, accompanied by local title I directors.

Without objection your prepared statement will be included in the record.

[The statement referred to follows:]

STATEMENT OF JON L. STAPLETON, FLORIDA DEPARTMENT OF EDUCATION

Mr. Chairman, Members of the Committee, I am Jon L. Stapleton, member of the staff of the Florida Department of Education, and Administrator of the section assigned the responsibility for administering ESEA Title I to the school districts and state institutions in Florida. Appearing on the panel with me are: N. O. Clark, Director of Special Projects for Pinellas County School District; Royce B. Walden, Director of Special Services, Orange County School District; Mrs. Dora L. Rodgers, Title I Supervisor for the Volusia County School District; and John Visosky, Director of Special Programs for the Collier County School District. We are of the people in Florida who have had responsibility for Title I. and we feel that it is a privilege for us to have the opportunity to appear before this committee in the interest of federal assistance for the education of educationally deprived children.

Through the individual and collective leadership of this committee, much progress has been made in placing federal aid to education in a high priority. Your record for concern in education, and particularly for supplementary educational opportunities for disadvantaged children is praiseworthy. We appreciate your positive attitude and support of the concept of Title I, especially at a time when the President is taking the stand that our expectations from the Federal government should diminish.

In April of 1965, President Johnson signed the Elementary and Secondary Education Act into law. This action was a major breakthrough in Federal aid to education, and an acceptance of a federal priority and commitment to a role in support of education.

In spite of charges that this aid is inflationary; that the programs are failing; that it is causing states and school districts to shift their responsibility to the Federal government; and that the administration of it is bureaucratic and unwieldy, we can see evidence all over Florida that Title I has brought great benefits to children who otherwise would have been failures or drop-outs.

Of course, Title I has not reached them all. It has not succeeded with all it served. However, in the eight years we have had Title I we have made measurable progress in our knowledge and ability to plan and execute appropriate programs in the spirit of Title I, which President Johnson said when he signed the Act, would mean more to the future of America than any other measure he would ever sign. The involvement of Title I parents in planning Title I programs has increased lay interest in, and pride of, their schools.

In Florida, we are currently providing compensatory educational services, over and above those services received by all children, to approximately 76,000 educationally disadvantaged children who live in areas of high concentration of poverty. To serve this group of children, nearly 4000 professional and non-professional people have been added to the school system employees. Our sixty seven school districts have identified a total of approximately 280,000 children who need, and would be eligible for Title I services if funds were available.

The major thrust of Title I in Florida has been in the area of reading—remedial, developmental, and with much effort focused toward the prevention of reading difficulties. Many other efforts are being made, but in no other are they of the magnitude of the reading effort.

Educational change is not an overnight thing. Time is required. Success and failure mut be evaluated. Long range plans must be made. Planners need some feeling of stability in order to project needs and plan to meet them. The eight years we have had Title I are not enough to prove that it is the best approach, but neither is it enough time to justify a new direction. We believe that a five year extension, with some guarantee of funding, is essential for meeting the needs of educationally deprived children. We urge that we be given this five years without hastily conceived new directions, guide changes or reduced funding. If we ever reach a time when the concept of Title I is to be changed, we urge it be systematically planned *while Title I is still in force*, and that changes be placed far enough in the future to provide time for smooth transition.

Title I has been successful. It has never been funded to a level necessary to meet all the needs. Title I is expensive in that recipients receive their special assistance, while in the main-stream of the total educational program, and with a large incidence of "spin-off" benefits to others. This spin-off cannot be measured, but it is not a loss since others benefit from it. Our school districts, through their evaluation process, universally find a high return for the Title I dollars. It is true, of course, that continuous improvement is needed in Title I. More innovation, larger grants, advance funding, more state administrative funds. However, we urge that Title I be continued, through the passage of HR 69, and be kept in continuous operation while improvements are being thought out carefully.

Our greatest difficulties with the administration of Title I have been: late funding; lack of assurance of funding and even of program continuation; vague guidelines; for the past two years the horrendous nightmare placed upon us by the U.S. Office of Education's interpretation of comparability as expressed in its guidelines; and currently the threatened cutbacks from what was expected last July to what is projected as a result of the federal impoundment of funds. I would like to pursue these last two difficulties.

Florida school districts are making a genuine effort to give every child a fair share of the educational expenditures of his school district. Schools, for obvious reasons, for instance, vary in size. Each school has a principal. But, to be comparable, if a school of 500 children has one principal, a school of 2000 children would need four principals to be comparable. Another example: A target school and a non-target school each has 20 teachers, each has ten teachers with master's degrees and ten with bachelors degrees. The non-target school has a last minute resignation from a math teacher with a bachelor's degree, but cannot find a replacement except by a teacher with a master's degree. To employ this teacher would upset comparability. I could go on.

The other acute difficulty is brought about by the impoundment of funds. I am attaching information showing this effect, district by district. Since this panel was assembled by telephone from widely separated areas of the state, we were not able to prepare a presentation from the entire group. However, with this much background, and with attachments not read at this time, we will make ourselves available to answer any questions you may wish to ask and that we are able to answer and discuss.

OFFICE OF FEDERAL-STATE RELATIONS, FLORIDA DEPARTMENT OF EDUCATION UNOFFICIAL

District	Column[1]	Column[2]	Column[3]	District	Column[1]	Column[2]	Column[3]
Alachua	510, 404	470, 106	40, 298	Lake	388, 483	351, 016	37, 467
Baker	85, 281	77, 263	8, 018	Lee	256, 162	233, 416	22, 846
Bay	409, 604	361, 300	48, 304	Leon	444, 644	392, 566	52, 078
Bradford	87, 681	80, 181	7, 500	Levy	97, 281	83, 099	14, 182
Brevard	353, 923	323, 363	30, 560	Liberty	35, 520	30, 710	4, 810
Broward	1, 499, 853	1, 379, 747	120, 106	Madison	249, 282	217, 891	31, 391
Calhoun	126, 561	111, 725	14, 836	Manatee	292, 483	265, 555	26, 928
Charlottee	47, 200	45, 996	1, 204	Marion	500, 964	440, 924	60, 040
Citrus	67, 521	60, 031	7, 490	Martin	69, 921	65, 451	4, 470
Clay	155, 681	137, 572	18, 109	Monroe	145, 601	126, 455	19, 146
Collier	105, 121	101, 581	3, 540	Nassau	165, 441	146, 187	19, 254
Columbia	247, 362	212, 750	34, 612	Okaloosa	247, 202	214, 139	33, 063
Dade	3, 753, 473	3, 599, 794	153, 679	Okeechobee	42, 240	39, 326	2, 914
DeSoto	65, 921	58, 364	7, 557	Orange	1, 091, 849	1, 010, 527	81, 322
Dixie	56, 641	50, 165	6, 476	Osceola	101, 121	96, 578	4, 543
Duval	2, 366, 421	2, 185, 584	180, 837	Palm Beach	1, 308, 811	1, 193, 817	114, 994
Escambia	904, 008	809, 172	94, 836	Pasco	204, 322	180, 233	24, 089
Flagler	50, 240	44, 607	5, 633	Pinellas	1, 183, 370	1, 050, 687	132, 683
Franklin	79, 201	68, 925	10, 276	Polk	1, 003, 689	903, 944	99, 745
Gadsden	613, 605	525, 830	87, 775	Putnam	294, 083	257, 773	36, 310
Gilchrist	38, 880	34, 323	4, 557	St. Johns	233, 602	204, 690	28, 912
Glades	37, 120	34, 184	2, 936	St. Lucie	224, 802	206, 775	18, 027
Gulf	64, 961	64, 200	761	Santa Rosa	167, 521	151, 051	16, 470
Hamilton	122, 561	106, 583	15, 978	Sarasota	245, 762	210, 814	34, 958
Hardee	111, 361	106, 028	5, 333	Seminole	493, 444	446, 344	47, 100
Hendry	54, 881	53, 500	1, 381	Sumter	112, 641	100, 191	12, 450
Hernando	76, 321	60, 170	16, 151	Suwannee	220, 642	179, 121	41, 521
Highlands	122, 561	102, 276	20, 285	Taylor	117, 601	102, 831	14, 770
Hillsborough	2, 058, 578	1, 854, 995	203, 583	Union	39, 680	38, 353	1, 327
Holmes	219, 842	191, 489	28, 353	Volusia	621, 125	557, 096	64, 029
Indian River	122, 881	109, 779	13, 102	Wakulla	71, 361	60, 170	11, 191
Jackson	569, 285	495, 536	73, 749	Walton	217, 442	181, 622	35, 820
Jefferson	172, 162	151, 607	20, 555	Washington	266, 081	143, 825	22, 256
Lafayette	33, 760	29, 182	4, 578				

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[1] Amount of the fiscal year 1972 alloction.
[2] Amount school districts will receive on a continuing resolutin if no appropriation is made.
[3] The reduction from the fiscal year 1972 amount that each district will receive on bsais of continuing resolution.

	Number to be served, based on available funds	Number eligible for title I programs (approximate)		Number to be served, based on available funds	Number eligible for title I programs (approximate)
Alachua	1, 333	6, 543	Lee	719	5, 006
Baker	252	716	Leon	1, 170	6, 537
Bay	961	3, 242	Levy	262	1, 211
Bradford	229	1, 427	Liberty	120	284
Brevard	1, 043	1, 974	Madison	651	1, 826
Broward	3, 916	22, 500	Manatee	700	3, 568
Calhoun	330	827	Marion	1, 365	4, 927
Charlotte	133	591	Martin	188	1, 482
Citrus	180	1, 053	Monroe	415	1, 582
Clay	475	1, 381	Nassau	549	1, 154
Collie	343	3, 321	Okaloosa	852	2, 714
Columbia	691	2, 477	Okeechobee	110	1, 186
Dade	9, 068	34, 078	Orange	3, 514	8, 752
De Soto	172	385	Osceola	358	1, 103
Dixie	148	197	Palm Beach	3, 417	12, 210
Duval	8, 709	33, 939	Pasco	747	3, 635
Escambia	3, 015	10, 231	Pinellas	3, 889	9, 970
Flagler	131	460	Polk	2, 970	8, 680
Franklin	207	742	Putnam	660	1, 917
Gadsden	1, 602	5, 085	St. Johns	693	2, 263
Gilchrist	125	253	St. Lucie	587	4, 625
Glades	96	223	Santa Rosa	260	1, 380
Gulf	225	987	Sarasota	741	2, 941
Hamilton	320	786	Seminole	1, 836	2, 446
Hardee	291	980	Sumter	294	1, 243
Hendry	150	829	Suwannee	546	1, 324
Hernando	199	1, 001	Taylor	307	1, 131
Highlands	345	1, 800	Union	120	500
Hillsborough	5, 880	24, 160	Volusia	1, 813	6, 572
Holmes	574	2, 362	Wakulla	188	583
Indiana River	332	1, 687	Walton	707	1, 350
Jackson	1, 474	4, 272	Washington	570	1, 183
Jefferson	450	1, 670			
Lafayette	88	265	Total	75, 822	282, 186
Lake	1, 017	4, 457			

STATEMENT OF JON L. STAPLETON, FLORIDA DEPARTMENT OF EDUCATION

Mr. STAPLETON. Mr. Chairman, members of the committee, I am Jon L. Stapleton, member of the staff of the Florida Department of Education, with overall supervision of title I of the Elementary, Secondary Education Act, and some of the other Federal titles.

Our concern this morning before this committee is primarily the defense and adequacy of title I. I have with me the Federal programs coordinators, or the title I coordinators of four of the Florida districts, a fairly good cross-section representative of large to small districts.

We have Mrs. Dora Rogers of the Volusia County School District; Mr. Royce Walden of the Orange County School District; Mr. John Visosky of the Collier County School District; and Mr. N. O. Clark of the Pinellas County School District.

This committee, this panel of people, represent 67 in Florida who have similar positions in the 67 school districts. Fortunately, in Florida, title I has been easier to administer than it has been in a number of States where there are greater number of school districts. In Florida, we have only the county unit school district. Therefore, the department of education has been able to promote the philosophy, the guides of title I with a statewide group of 67 representive people, rather than a much larger number.

We are very mindful of the interest that this committee has had in compensatory education. I wish, as a personal note, to say that before I went to the department of education 11 years ago, I spent 30 years in the public schools of Florida primarily in the rural high incident of poverty areas. For those 30 years, we were constantly faced with the fact that we had so many children that needed so much more than we could do for them. I think that the background that I had for those 30 years in poverty areas of Florida is the reason the commissioner chose me in 1965 to work with this program because I had already experienced the problem so long without any hope of a solution.

When President Johnson signed this Elementary and Secondary Education Act into law in 1965, he made the statement that this was probably the greatest thing that he would ever sign. Now, a lot of us concur in that. A lot of us concur in that a lot more now than we did in 1965 because, frankly, I, for one, did not have the vision in 1965 that I have the experience and the backward look now to see the greatness of the impact of this bill.

In Florida, since 1965, we have served approximately—well, since about 1967 we have served approximately 75,000 students a year in the title I program. That is the direct service to that many.

Before that time, during the first 2 years, we had some misconceptions about the purpose of title I or the extent to which we could do it. And we had this great desire in the beginning to do a little bit for a lot of people. We pretty soon saw, as they did nationwide, that a little bit was not solving any of the problems. So after a year, or 2 years, we concentrated on the number of children that we had money to serve.

It was a cutting thing to realize that you had to leave out three for every one that you served. But we have concentrated on the smaller number that we had money to serve, and for the last, at least 6 of the 8 years, we have concentrated on about 75,000 or thereabouts for whom we have received the Federal money.

Now, our district-by-district breakdown shows that we are actually serving 75,822 students, and that we have an eligibility list that meets the criteria for service under title I of 282,000. Now, gentlemen, we are not saying that we want you to give us money to serve every one of the children that need it. This would be a tremendous amount of Federal money. We do feel that we should have enough money to serve the same ones we are serving year by year and, as we are able to, to add more to it. But you see, you can't even serve the same number next year as you served this year with the same amount of money. Inflation has hit the school business just as it has everything else.

So we have encouraged, in Florida, our counties to spend their money on service of people rather than accumulation of things. They have done this all over Florida. Where they were spending 75 percent on salaries and the other 25 percent on support for these people, the percentage on salary went up to the point that it got almost to 100 percent on salary for the same people, because each year the inflation makes the salaries go up. So now we are having to say to counties, you had better cut back your people to 75 percent and in 2 or 3 years, at the rate we are going now, we will be right back up to 100 percent of this for salaries.

These are some of the problems that we face. We have a great deal of evidence that I will not attempt to present here today, county by county, school by school, where title I has made a tremendous impact.

Now, let me caution you against the detractors of title I who say this program is not effective because you still have children here who have not reached the average. We feel that if you take a child whose normal expectancy requires 8 years to finish six grades, for instance, and title I comes along and makes him finish the six grades in 7 years instead of 8, that this has been a success. He still may not be up to his fellow students, but he is a year ahead of where he would have been. This is what we consider a minimum good, but we think of that as success.

Now, we have many examples of students who have made much more success than that and some students who have overcome disadvantages and have become scholastically average and above.

We have lots of instances of greater success than just average. Any educational program needs time to prove itself. Now, of course, the idea that we have had 8 years in title I is some indication, and we have certainly made progress in the last 2 or 3 years of doing a much better job than we did at the first.

Now, we are faced with the possibility of a different kind of thing, to do the different kind of program, to do the same thing, maybe, but to go back and start over, retrain our people, start over on different guidelines, on different philosophies and with the fear, then, that as soon as we really get proficient in that, something else will come along and change. Our big problem has been that we have had more change than continuity in the past, and we need a longer time to do the job that title I is supposed to do.

Now, if there is a time that title I philosophy should change to something else, we urge you to give us some transition time. Although, personally, I think that all of this group feel very strongly that title I, rather than the revenue-sharing program——

Chairman **Perkins**. Well, we hope to obtain an extension of our ongoing categorical aid programs rather than enacting special revenue sharing as proposed by the administration.

Mr. **Stapleton**. Well, this is an encouraging statement. Our school districts are certainly tense in their planning for next year more than we have ever been before, and we are very much encouraged by your hope that within a month's time we will have some greater feeling of security than we have now.

Chairman **Perkins**. Well, we have to have a lot of help before that comes through the Congress, isn't that right, Senator Pepper?

Mr. **Pepper**. It sure is.

Mr. **Stapleton**. In addition to the service that title I has given to the target children, the economic aspect of title I is not insignificant. In Florida, we have in excess of 4,000 people employed directly under title I. Now, the purpose of title I is not to give employment to people, but when employment is given to people, you improve the economy of the area where these problem children live. And 4,000 additional people in the school districts of Florida is no small boost to the economy.

Another indirect good that we get from title I is the spin-off benefits that other children get. A whole school benefits when a title I program is there. Even though you focus every aspect of the program on an identified child, it improves the opportunities of all the other children. And we urge you to remember that while we are doing this great service for the disadvantaged child, we are doing some other things. We are helping other children in the school and we are helping the economy of the community.

Mr. Chairman, we have with us the four people representing four of our school districts. Each of these persons has a short presentation telling you what they are doing in their districts and something in detail about some of their successes.

Chairman **Perkins**. Without objection, the prepared statements will be inserted in the record.

Go ahead and summarize.

[The statement referred to follows:]

STATEMENT OF DORA L. RODGERS, SUPERVISOR, SCHOOL BOARD OF VOLUSIA COUNTY, FLA.

The two major program activities of Project BASIS (Broad Approach to Solutions of Inadequate Staffing) have been retained (with some modifications) from the original project implemented in FY 1966. The first of these programs, staffed by twenty-five Variable Instructional Service teachers, is a success-oriented, direct teaching activity in the area of reading-language arts. The second program, staffed by eighteen Home-School Liaison teachers, is a support program of social services designed to assist both the home and the school to meet the personal and social needs of target children. Modifications have been made in these activities as determined by program evaluation, Advisory Council recommendations and instructional staff suggestions.

Project BASIS is designed to serve educationally deprived pupils in target schools to supplement and support Volusia County's total education program Through this project, Title I funds are used to provide personnel and services for the purpose of improving the selfimage of educationally deprived pupils, and to create positive attitudes toward school and learning through successful experiences in reading-language arts.

The success of this approach has been measured by both objective and subjective measures such as the Gates-MacGinitie Reading Test,[1] the Scott-Foresman Reading Survey, the California Test of Personality, locally designed attitudinal scales, opinionnaires, parent evaluations, on-site evaluations by Review Teams of the Southern Association of Colleges and Schools, and by a Title I Review Team.

During 1972–73 twenty-five Variable Instructional Service teachers are implementing a developmental reading program for approximately 960 target pupils in grades 1, 2, and 3 in twenty-five I-eligible schools. This individualized reading program, based on diagnosis and prescription, is designed as a three year program. Those pupils who enter the program in grade 1 will remain in it through grade 3. First grade pupils have been identified this year as educationally disadvantaged through tests and teacher observation. After they have been screened, these pupils receive further diagnosis designed by a reading clinician employed in the project. After the pupils' precise needs are determined, the variable Instructional Service teachers write individual prescriptions to be used by themselves and the classroom teachers in an organized system of skill development. The Holt-Rinehart BASIC READING SYSTEM, the American Book Company READ Program, or the Hoffman Reading System are used as the basic system of skills. 95% of the Variable Instructional Service teachers have chosen the Holt-Rinehart Basic Reading System as their basal text material. Additional supplementary materials, supplies and equipment are provided through Title I funds to enable these teachers to meet individual pupil needs as identified. In cooperation with classroom teachers, the Variable Instructional Service teachers have written pupil competencies in learning readiness and reading readiness, with pre and post evaluations for each competency. A checklist is kept for each pupil which shows his mastery of reading skills in five major categories. These checklists will be kept in each pupil's school records and used at the beginning of the 1973–74 term to carry the pupils forward on the reading skills continuum.

Each Variable Instructional Service teacher serves a maximum of forty target pupils daily from three primary classes in each target school. Approximately 45 minutes per day is spent in working with groups of target pupils in each of three classrooms, with the V.I.S. and classroom teacher sharing responsibility for planning and implementing the compensatory reading activities. In addition, the Variable Instructional Service teacher spends at least a half hour each day with the same target pupils outside the classroom, in a separate V.I.S. work station, for reinforcement, follow through on prescribed activities, for continuing diagnosis and evaluation, and to provide for social development.

A chairman of the Variable Instructional Service teachers is responsible for coordination and implementation of the program. She holds regular bi-weekly staff meetings for inservice education, sharing information, problems and staff development.

A school psychologist provides supportive services for those pupils who in the screening process, or in classroom behavior, show need for special services beyond those provided in the compensatory reading-language arts program.

Eighteen Home-School Liaison Teachers, who are an integral part of the Title I support staff, provide a communications link between the home and the school as well as with various community agencies which serve the same general population. In their role as social service agents on the team which serves the physical, emotional and educational needs of target pupils, the Home-School Liaison teachers confer with principals, classroom teachers, guidance counselors, and visiting teachers to determine the nature of the problems with which these pupils are confronted. They visit the homes of target pupils as frequently as circumstances require to discuss pupils' problems as viewed by the school; to offer assistance in the solution of these problems, and to encourage a closer relationship between the home and the school.

Home-School Liaison teachers work closely with the Division of Family Services, the Health Department, the Guidance Center, the Juvenile Court, the Division of Youth Services, many local service organizations, (such as the Lions Club) and local merchants as means of assisting parents and children in meeting economic, health and social needs.

An additional service of these teachers this year is that of small group counseling sessions with parents and with target pupils.

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[1] See attached data from fiscal year 1972 Annual Evaluation Report.

One of the Home-School Liaison teachers has been designated as chairman of the group for the purpose of coordinating this program with the total Title I program, with the Department of Pupil-Personnel Services (locally supported) and to conduct staff meetings of the Home-School Liaison teachers.

Evaluation of the compensatory reading-language arts program will be both formative and summative. A longitudinal evaluation design will measure the long range objective of the program which states: 90% of the target pupils who have had a minimum of five years of compensatory reading-language arts instruction in the V.I.S. program will be able to read at a literacy level (fourth grade). At the end of each year pre and post test data will be used to report pupil progress, to determine the cost-effectiveness of the current program design, and to indicate need for program modification.

In addition to evaluation of academic progress of target pupils, records of pupil attendance and referrals for discipline will be kept to determine the effectiveness of the program in changing attitudes toward school and learning since the second major objective is to bring about improvement in pupil attitudes (as reflected by better discipline and improved attendance).

Excerpts from the Annual Title I Evaluation Report for FY 1972 are included with this summary to indicate the effects of the major program on academic progress, pupil attitudes and self concepts.

Post-tests for the current FY 1973 Title I program will be administered during the week of April 30–May 4. These data will be incorporated in the FY 1973 Annual Evaluation Report.

TITLE I READING EVALUATION RESULTS

Instrument used: Scott-Foresman Inventory—Survey Test.

Dates administered: October 1971—May 1972.

Pre- and post-test data was collected for 644 students in grades 2–6. All groups showed statistically significant gains on pre and post test scores on the Scott-Foresman Reading Inventory.

Grade	N	Pretest		Posttest	
		Mean RS	Percentile	Mean RS	Percentile
2	188	30.3	6th	50.9	11th
3	562	45.5	6th	61.9	10th
4	145	52.8	[1] 4th	64.5	[1] 11th
5	107	60.2	[1] 8th	70.0	[1] 19th
6	39	63.9	[1] 11th	72.5	[1] 24th

[1] Based on beginning 4th grade norms.

ATTITUDE AND SELF-CONCEPT CHANGE IN TITLE I STUDENTS

Attitudes and Self-Concept were measured by several instruments. At the 2nd and 3rd grade levels, the "I Feel-Me Feel Test" was used. Results were as follows:

Grade	N	Pretest mean	Posttest mean
2	175	4.01	4.19
3	137	4.06	4.12

The "I Feel-Me Feel Test" is a self-report test on which a subject responds on a scale of 1–5, his negative or positive feelings about the situation presented. Both 2nd and 3rd grade students report high positive feelings on pre and post-test results with slight increases in positive feelings reported by both groups.

CALIFORNIA TEST OF PERSONALITY

The "California Test of Personality" was administered to Title I students in grades 4, 5, and 6. Three subtests were analyzed. These subtests were, (1) Sense of Personal Worth, (2) Feeling of Belonging, and (3) School Relations. The results were as follows:

Grade	N	Pretest mean percentile	Posttest mean percentile	X^2	df	Level of significance
SENSE OF PERSONAL WORTH						
4	112	46	51	16.00	8	0.10
5	78	40	45	18.25	7	.05
6	24	40	58	7.15	2	(1)
FEELING OF BELONGING						
4	1[illegible]	31	37	14.35	6	.05
5	78	30	36	6.37	5	(1)
6	24	32	38	2.90	2	(1)
SCHOOL RELATIONS						
4	112	37	42	8.31	7	(1)
5	78	34	[illegible]	5.90	5	(1)
6	24	39	37	5.14	2	.10

[1] No significance.

The direction of change was positive at all levels except in School Relations for 6th grade students. Three groups showed statistically significant improvement.

WALKER ATTITUDE SCALES

The Walker Attitude Scales were also administered to Title I students in grades 4–12. The scales yield a score of positive and negative feelings about (1) Family Relations, (2) Peer Relations, (3) School Relations, (4) Community Relations, and (5) Self Concept. Data is rejected if a student shows no logical consistency in his self-report. All of the scales are constructed so that absolute consistency yields a value of 30 (positive plus negative). Results were as follows: (see next page)

N	Subtest	Pretest mean	Posttest mean
167	Family (P)	18.19	18.12
	Family (N)	11.80	11.35
175	Peer relations (P)	17.51	17.33
	Peer relations (N)	12.98	12.41
156	School (P)	17.57	17.69
	School (P)	10.49	10.94
175	Community relations (P)	17.83	17.21
	Community relations (N)	11.98	11.98
170	Self-concept (P)	17.91	18.10
	Self-concept (N)	13.08	12.90

Note: None of the differences observed were statistically significant.

STATEMENT OF ROYCE B. WALDEN, DIRECTOR OF SPECIAL SERVICES, ORANGE COUNTY SCHOOLS, ORLANDO, FLA.

AN EVALUATION SUMMARY—ORAL COMMUNICATIONS, 1971–72

Involved in the Oral Communications survey were: Principals (36), Classroom teachs (58), and Oral Communications teachers (37) who answered a questionnaire concerning the appropriateness and need for the Oral Communications Program in Title I schools.

The response indicated those supporting the concepts and operation of the program were:

	Percent
Oral communications teachers	100
Principals	90
Schools involved in the oral communications program	90
Classroom teachers	80

As a result of the program in the Title I schools, the administrators generally reported observing improvement as a result of Oral Communications in each of the following areas:

	Percent
1. Students developing and exhibiting improved self-confidence in oral communication	89
2. Improved communication skills	86
3. Improved general student attitude toward school	76
4. Improved student behavior in the regular classroom	68

About half of the administrators (51%) reported noting improved academic achievement in the regular classroom for students involved in Oral Communications. Eighty one percent (81%) of the principals reported that teachers who had children attending Oral Communications, indicated the program beneficial. Seventy six percent (76%) of the teachers who did not have children in the Oral Communications program indicated the program was needed.

Evaluation of the program by classroom teachers ranged as listed below:

	Percent
1. Students improved in their participation in class activities	88
2. Students improved in their self-confidence	86
3. Students improved in their oral communication skills	83
4. Students improved in their atttiude toward school	83
5. Students improved in their vocabulary	81
6. Students improved in their listening and following directions	76
7. Students improved in their relationship with classmates	76
8. Students improved in their response to directions and questions	76

Ninety-five percent (95 percent) of the Oral Communications teachers recommended the program continue in their school next year.

COMPARISON OF ANSWERS TO SIMILAR QUESTIONS

All three groups (Administrators. Classroom Teachers, Oral Communication Teachers) were asked some questions on the same subjects. A comparison of their answers are listed below:

[In percent]

	Administrators	Teachers	
		Classroom	Oral communications
Improved oral communication skills	86	83	97
Improved self-confidence in oral communication	89	86	100
Improved academic achievement	51	52	35
Improved student attitude toward school	76	83	89
Improved school attendance	19	50	35
Improved student behavior	68	83	89

RESULTS FROM COMPREHENSIVE TEST OF BASIC SKILLS

1. LANGUAGE EXPRESSION—MECHANICS

Mean score	Average grade equivalency	Average national percentile	Number of students	Average grade equivalency	Average national percentile	Gain in grade equivalency	Gain in national percentile
4th grade students:							
7.95	3.4	34	134				
9.95	3.0	27	128				
5th grade students:							
10.99				4.2	34	0.8	−0
12.36				3.5	26	.3	−1

A sample of 128 students was used to take the Comprehensive Test of Basic Skills in November, 1970 and again in November, 1971, one year later.

In 1970 when the Comprehensive Test of Basic Skills results was analyzed, it indicated that these students were about one (1) year (10 months) behind the average Fourth (4th) Grade student. In 1971 when the test was readministered to these same students, they were still behind about one (1) year (1–3). This means, without Title I, these students would have been expected to be about two (2) years below grade level.

The Comprehensive Test of Basic Skills gives results in thirteen (13) areas, and a total score. Of those thirteen (13) areas, Language (Mechanics and Expression) gained the most in Grade Equivilency. All other eleven (11) areas showed less gain. From 0 gain to .6 of a grade level, whereas Language gains were as much as .8 of a year.

The Needs for Continuation of Title I Programs

Based on the evidence gathered from the evaluation of this Title I program, the discontinuation of funds provided for these activities would deprive the selected child of an opportunity:

1. In which he can achieve success as an individual.
2. For individual encouragement, assistance, and attention as needed.
3. To express himself without pressure, or embarrassment, due to his lack of basic skills, and
4. To extend his experiences beyond his life-style.

A Summary of Programs Administered by Orange County Public Schools

ESEA TITLE I PROGRAMS

ORANGE COUNTY PUBLIC SCHOOLS, 1972-73

Program	Objectives	Location	Participants (estimated)	Criteria for selection	Personnel	Output	Student evaluation	inservice
Oral communication...	The students will be able to: 1. Develop and improve oral communications skills, and 2. Increase and expand their vocabulary.	Blankner, Catalina, Cypress Park, Delaney, Dillard, Dream Lake, Eccleston No. 1, No. 2, Grand Avenue, Hillcrest, Ivey Lane, Kaley, Killarney, Lake Como, Lake Weston, Winter Garden, Lockhart, McCoy Nos. 1, 2, Maxey, Ocoee, Orange Center, Orlo Vista, Princeton, Richmond Heights, Rock Lake, Spring Lake, Tangelo Park, Tildenville, Washington Shores, Wheatley, Zellwood.	1,500 students, grades 1 to 6.	Children who possess oral communication disabilities ranging from total inability to communicate, to those children with language patterns that are incoherent, disorganized and/or nonstandard.	29 teachers, 29 aides.	Improved verbal communication in regular classroom situation.	Comparison of gain made by individual students as measured by pre- and post-testing utilizing the Peabody picture vocabulary test, Orange County oral communications evaluative scale, and taped interviews.	A minimum of 5 regularly scheduled total group or area meetings related to specific curriculum areas, program organization and implementation and effective utilization of materials. Conducted by county staff members and visiting consultants.
Career Development...	The students will be able to: 1. Increase occupational familiarization through participation in world of work activities, and 2. Recognize that most jobs require personal qualities as well as skills.	Bonneville, Columbia, Eccleston, Grand Avenue, Hungerford, Ivey Lane, Killarney, Lockhart, Lovell, Maxey, Orange Center, Princeton, Richmond Heights, Rock Lake, Washington Shores, Wheatley.	1,000 students, grades 4 to 6.	Students who demonstrate: 1. Low levels of aspiration, 2. Obscure ideas toward educational and vocational opportunities, 3. Negative attitudes toward self, school, and the world of work, and 4. Evidence of limited adult role models in home and community environment.	1 resource teacher, 16 project teachers.	Increased understanding of the world of work, job qualifications, and responsibilities.	Comparison of gain made by each student as measured by pre- and post-testing utilizing 2 locally developed instruments designed to assess student knowledge of: 1. Various aspects of the world of work. 2. Personal qualities related to specific jobs.	Monthly meetings, conducted by county staff members, related to program organization and implementation, and effective utilization of curriculum materials. Supplementary meetings as required.

A SUMMARY OF PROGRAMS ADMINISTERED BY ORANGE COUNTY PUBLIC SCHOOLS——Continued

ESEA TITLE I PROGRAMS—Continued

ORANGE COUNTY PUBLIC SCHOOLS, 1972-73—Continued

Program	Objectives	Location	Participants (estimated)	Criteria for selection	Personnel	Output	Student evaluation	Inservice
High intensity systems-reading.	The student will be able to: 1. Utilize locational and organizational skillsi and 2. Apply the skills of decoding, vocabulary building and comprehension to increase his proficiency in reading written material.	Secondary schools: Apopka Junior High, Lakeview High, Ocoee Junior Senicr.	360 underachieving 7th and 8th grade students, maximum 120 per school (estimated number).	Students not already receiving specialized reading instruction and who demonstrate: 1. Ability to achieve as measured by a group or individual standardized test, and 2. Performance in reading 2 to 4 years below grade placement as measured by standardized achievement tests.	3 reading center teachers (county units FTE) 1 in each school 9 aides (ESEA title I) 3 in each school.	Improvement in basic reading skills. Individual progress commensurate with ability.	A comparison of the gain made by each student as measured by pre- and post-testing using CREAD-70.	Phase I—Intensive 2 day workshop related to systems familiarization, reading center organization, and utilization of materials. Phase II—Continuing additional sessions related to center activities.
		Elementary schools: to be selected wheatley.	300 underachieving 3d, 4th, 5th, 6th year students. maximum 150 per school.	Students not receiving specialized reading instruction and who demonstrate: 1. Ability to achieve as measured by a group or individual standardized test, and 2. Performance in reading 1 to 3 years below grade level placement as measured by standardized achievement tests.	2 reading center teachers (ESEA, title I) 1 in each school. 6 aides (ESEA, title I) 3 in each center.			

Target reading	The student will be able to: 1. Utilize locational and organizational skills, and 2. Apply the skills of decoding, vocabulary building, and— comprehension to increase his proficiency in reading written material.	Carver Jr., Cherokee Jr., Howard Jr., Robinswoodon Jr.	240 underachieving 7th grade students—60 in each school	Students not already receiving specialized reading instruction and who demonstrate: 1. Ability to achieve as measured by a group of individual standardized test, and 2. Performance in reading 2 to 4 years below grade placement as measured by standardized achievement tests.	4 11P classroom teachers (county units 1 in) each school. 12 aides (ESEA, title 1) 3 in each classroom.	Improvement in basic developmental reading skills.	A comparison of the gain made by each student as measured by pre- and post-testing using CREAD 70.	Phase 1—intensive 3 two hour sessions related to classroom organization and management, teaching methods and materials. Phase 11—Continuing additional sessions related to planning instruction to meet student needs.
Special education services:								
Home and hospital bound.	After identifying individual needs the student will receive those special services determined most appropriate.	The hospital in which the student is a patient or the home of the student.	300 students grades 1 to 2.	Students who are confined to home or a hospital for a period of 6 weeks or more due to accident or illness.	1 FTE teacher plus parttime teachers.	Continuous participation in classroom activities.		
Institutionalized (delinquent-neglected children).		Orange County Youth hall; Kaley elementary Orlo Vista Elementary.		Assignment to Youth hall, Great Oaks Village, Edgewood Boys Ranch.	1 FTE teacher assigned to Orange County Youth Hall. 1 aide.	Instruction at appropriate level comparable to that of regular school classes.		
Speech therapy		Good Shepard, St. Andrews, St. Charles, St. James, St. John Vianney, St. Margaret Mary, Morning Star, Bishop Moore.		As determined by principal, teacher, and therapist.	2 itinerant speech therapists.	Therapy to remediate specific speech deficiencies.		Monthly meetings conducted by the supervisor of speech therapy.
Hard of hearing	After identifying individual needs the student will receive those special services determined most appropriate.	Rock Lake	300 students, grades 1 to 12.	Assignment to special class for hard of hearing children.	7 aides	Individualized, personalized student assistance as prescribed by teacher.		
Psychological services.		Learning disabilities center. Gateway school.		Students recommended for evaluation by principal, teacher, guidance counselor.	1 psychologist, 1 case worker.	Diagnosis and prescription for referred individuals.		

STATEMENT OF JOHN VISOSKY, COLLIER COUNTY, FLA.

The ESEA, Title I, activities for Collier County focus upon reading and perceptual skills development for pupils with educational deprivations. The project is designed for the purpose of increasing the reading skill proficiency of 274 target pupils enrolled in grades 1–3.

The basic criteria for selecting the pupils include intellectual capacity factors as well as reading skill mastery levels. Pupils are selected from among those who are of normal or near normal intelligence, but who are deficient in reading skills to the extent that future success in educational pursuits is jeopardized severely. Individual diagnostic assessments determine the selection of the pupil for the project. An analysis of standard test data, teacher judgments and the record of pupil performance provides the information from which the final selection of pupils is made. In some schools equipment such as the System 80 teaching equipment is used to provide assessment data.

The identified target pupils are released from the regular classroom instruction program for the supplemental instruction in reading and for perceptual development. The target pupil is assigned to a teacher of reading for approximately 45 minutes daily either individually or in a small group for the supplemental instruction. The teacher of reading coordinates the supplemental instruction with the classroom teacher so as to reinforce the reading and perceptual development for each child.

A total of eight professional personnel are assigned to the project to include reading specialists and highly competent and experienced teachers of reading. Each teacher works intensively with the assigned group of pupils to the limit of 274. As a pupil exceeds the selection criteria, the pupil is returned to the classroom for regular instruction thereby making room for another pupil on the eligibility list.

The effect of the project within the eligible schools is manifold. Teachers in the Title I Project and the classroom teachers have improved their peer relationship, thus encouraging a more effective diagnosis and treatment of pupil learning disabilities. The system for noting pupil progress has been strengthened. By increasing interaction between teacher and supplemental reading specialist through faculty meetings and scheduled teaching team conferences, the educational program for all pupils is improved.

Germane to the success of the Title I Project is the involvement and cooperation of many people. The residents of the community, the parents, the faculty and administration have worked together diligently to plan the program of reading and perceptual development activities to insure success for the pupils and acceptance for the entire program.

Program effectiveness is measured primarily by pupil growth as indicated by pre- and post-test comparisons. Post-tests have not been administered for the current year of operation. There is a general indication that there will be a significantly higher achievement for pupils during this year. A positive attitudinal change among the pupils is evident now.

The Collier County project for reading and perceptual development is providing an opportunity to present basic skill materials and instruction to a small segment of pupils who manifest severe reading difficulties. Familiarization and the utilization of some of the newer materials of instruction facilitate pupil skill development. Each pupil operates at an instructional level where success is assured, not only for the purposes of reading but for ego development. The selection of media, high interest material, experience stories, games, programmed instruction and many varied approaches to instruction help to keep pupil interest high and achievement to a maximum.

It must be remembered that the pupils who were underachievers in the past progressed an average of one-half year per year of schooling. Miracles can not be performed, but the pupils in the program are obviously motivated and look forward to the daily visit to the reading center. The pupil finds reading to be an enjoyable experience which can not be denied as a long-range positive effect.

The project activities for the current year are for pupils in grades 1–3. Prior to this year, the project included pupils in grades 2–7.

STATEMENT OF N. O. CLARK, CLEARWATER, FLA.

OBJECTIVES OF ESEA TITLE 1, PROJECT READ

I. Academic achievement:
  A. Reading.
  B. Speech and language development.
  C. Basic skills.
II. Attitudes and behavior:
  A. Better image of self.
  B. Positive attitudes toward school and learning.
  C. Wholesome attitudes toward others.
III. Parent involvement:
  A. Better understanding of child's school program.
  B. Positive attitude toward school and its program.
  C. Better ways of helping their child to succeed in school.

ORGANIZATION FOR ACHIEVING OBJECTIVES

I. Curriculum enhancement.
II. Student development services.
III. Comprehensive diagnostic and remedial centers.

CURRICULUM ENHANCEMENT

I. Area services:
  A. Supervision of kindergartens.
  B. Supervision of instructional program (1-3).
  C. Learning Readiness Development Program:
    1. Area art teachers (3).
    2. Area music teachers (3).
II. School based services:
  A. Curriculum reading specialists (17).
  B. Teacher aides (K) (26).
  C. Paraprofessionals (1-3) (71).
III. Materials.

STUDENT DEVELOPMENT SERVICES

Supervisor, student development services.
Elementary guidance counselors (9).
Social workers (6).
Social worker aides (4).
Phychologists (3).

COMPREHENSIVE DIAGNOSTIC AND REMEDIAL CENTERS (2)

Each center is staffed with:
  Psychologist.
  Speech diagnostician.
  Social worker.
  Learning diagnostician (2).
  Clerk/driver.

PINELLAS COUNTY, FLA., PROJECT READ ESEA, TITLE I

From our ESEA, Title I Project for 1972-73, we have selected an activity for detailing in this report. This activity concerns Curriculum Enhancement in grades 1, 2 and 3, in a typical selected school from the sixteen Title I target schools, namely, Tarpon Springs Elementary School. This activity involves the use of Curriculum Reading Specialists and Paraprofessionals working with target children toward reading improvement.

I. SELECTION OF STUDENTS

273 children at this school, in grades 1, 2, and 3, who have been assessed as having deficits in pre-reading skills, language skills, and/or reading skills were selected to be served by the Curriculum Enhancement Program.

II. GENERAL DESCRIPTION

The Instructional Program, grades 1 to 3, provides selected specialized materials and utilizes the services of Curriculum Reading Specialist and five Paraprofessionals in diagnostic developmental and remedial instruction in the areas of reading and language development.

III. PROGRAM OBJECTIVES

To provide supplementary developmental and remedial experiences for target children in reading readiness, reading and language development.

IV. STRATEGIES FOR MEETING THE OBJECTIVE

A. Utilization of the services of the Curriculum Reading Specialists and Paraprofessionals.

B. Utilization of materials and equipment designed to meet individual needs of identified children.

C. Effective use of art and music teachers and student development personnel for motivating and reinforcing learning.

STATEMENT OF MRS. DORA RODGERS, SUPERVISOR, SCHOOL BOARD OF VOLUSIA COUNTY, FLA.

Mrs. RODGERS. Thank you, Representative Perkins.

Let me say to you, sir, that as a person who has worked long and hard in the National Education Association, I know of your good work in the Congress and it does my heart good to see the bill which will someday provide general aid to education. Maybe not in my day, but to follow, because this has long been a goal of the group which represents the educators of the United States.

And now, as to title I, let me say that in the past few days I have received from Mr. Stapleton's office the forms which we are to use for our application for 1973–74, and I have almost been in a state of mental depression for this reason. In fiscal year 1966, the man who first wrote the proposition for title I in Volusia County, Fla.—and to identify where that is, you all know where Daytona Beach is, I think. And so Daytona Beach, if you can remember, that is where we are in Florida.

And the man who was then Director of Education, who wrote our first grant, wrote it to put people in relation to children, not to buy things, but to put people in relation to educationally disadvantaged children.

These people were among the most outstanding teachers in the whole school system. To this day, most of these teachers remain in this title I project with me. I have been in it beginning with the second year that we had our title I project in Volusia County. These are among the finest teachers in the United States. Their commitment is unquestionable. Now I am faced with the possibility of having to drop some of these fine teachers who have convinced parents and community alike of the quality of work that is being done with the disadvantaged children in Volusia County, Fla.

We have one of the finest title I parent advisory councils in the Nation. We had the first one in the State of Florida. I have just had their recommendations given to me in writing, after surveys and so on, for next year. Every one of my subcommittees of my parent advisory council has proposed that we keep what we have and that we add more of the same kinds of services that we have now. But here I am, faced with the proposition of a reduction in funds and a proposal to write to have ready by no later than the 1st day of June. And I find myself almost spastic when I have to sit down and put my pen to the paper and fill out the forms and write my program description for next year.

We have an undeniably successful program of reading in the primary grades in Volusia County. And I don't know whether you know what it's like to look into the eyes of a little child who now knows he can read, who would not have had that opportunity to learn to read without this compensatory education money. We must admit, here in the South, that we had separate schools that were not equal, and we are now taking steps in Volusia County where we are completely integrated to correct this kind of thing. But, we can't do it. We can't do it without these funds which are forthcoming. He hope, through ESEA, continued funding.

We have 25 teachers who are engaged in the direct-teaching activity. We call them our variable instructional service teachers. Each one of them carries a minimum load of 40 children per day with whom she works. These children are at least two grades below, with the exception of our first-grade children. These first-grade children come in to us, many of them without any kindergarten experience, many of them not able to take care of their personal needs when they enter. Well, at the beginning of school, through teacher observation and a diagnostic informal testing program, we have screened our children, we have determined what skills they were lacking in, and then we began our diagnostic prescriptive program for these first-grade children, and most of our children this year are first-grade children.

We have designed our present program as a 3-year program where we are going to take these little educationally deprived children coming in from the back woods, from housing projects and so on, and put them into this program where they are going to get individualized service with supportive social services and carry them on for 3 years, through the third grade or the third year of school. And we are going to do a longitudinal study which we will be glad to share with anyone in the country, because we already see at this time in the year what is happening to these little first-grade children.

And we are faced now with the possibility of having to be curtailed in this. Not only to curtail the number of children, but to curtail the number of teachers with whom they will work. These teachers work in the classroom every morning for an hour along-side the classroom teacher. They plan with her for these children, they diagnose and write the prescription which these classroom teachers carry out the rest of the morning. Again in the afternoon, these teachers take these children out of the classroom to a different work station for reinforcement, for followthrough and to provide for their social needs their social development, as well as educational.

And supporting them, is a group of teachers who go into the home, they work carefully with our variable instructional service teachers, they go into the home, they work with the parent to let the parent know what the school is expecting. When the child has no shoes or clothes, the child needs dental or medical services, they go in and work with the parent and with the community agencies to get these services for the children so that they can learn in school. And then they work with the classroom teachers to let the classroom teacher know the kind of deprivation that is in that home and what must be done to accommodate the school program so that this child can learn in school.

And so all together, sirs, we have what we believe to be a very successful program in Volusia County, and in the written presentation which I have brought we have the data, the hard data from achievement tests, self-concept tests, et cetera, to prove our point. But what I am saying to you is that we are, once again, if we go the route of revenue sharing or cutting back on ESEA title I, breaking face with the very people in our country whose cycle of poverty we have been trying so desperately to break, and we haven't had that opportunity as yet because title I has not been in effect that long.

Chairman **Perkins**. Thank you very much for a wonderful statement.

Go ahead, the next gentleman.

STATEMENT OF ROYCE B. WALDEN, DIRECTOR OF SPECIAL SERVICES, ORANGE COUNTY SCHOOLS, ORLANDO, FLA.

Mr. **Walden**. I am Royce Walden, Orange County.

I am very glad to have the opportunity to bring to you some summary statements concerning local efforts in terms of title I.

We are located in the central Florida State, a very growing school district. We have been participating in the title I program since its inception back in 1965. Initially, we made a survey based on the information we received to begin the title I program, and we found that our most pressing need at that particular time was in the area of reading, something that would present the remedial program that would enable students who are considered educationally deprived in the area of reading to be able to come up to the average of being able to be placed in the mainstream. This, we felt was a need.

We began this in 1965 as a need in a county that had a hundred schools represented and a student enrollment of approximately 50,000 kids. This program regained so much success in the county that the total educational arena felt that this is a very good program, this is a need. We appreciate the fact that title I, or someone saw fit to bring forth the funds to provide educational services for children that had a need. But we also have so many children that we cannot afford, we cannot provide services for all of them so that in 1968, the county took over the total program of title I and adopted it as a county program in order to meet the guidelines because we did not want to supplant, we wanted to supplement.

We made another survey and we found that reading was not necessarily the greatest need. As such, reading was a need, but there was a greater priority need which we overlooked as educators, and that was the fact that the first step to reading is oral communication, being able to communicate with people verbally in a very effective means.

Therefore, we continue to have reading programs in the county unit and county subsidized, and we added oral communication which is one of the programs that we presently have. We have other programs concerning career development, we have programs relating to reading at the secondary level with a greater emphasis on selecting kids who have a tremendous need, and we have programs dealing with the handicapped that are now funded under title I.

I would hasten to say if funds are no longer available under title I, we are talking about a loss to one county of services to some 3,500 children. We are also speaking in terms of approximately 109 professional and paraprofessional personnel who will more than likely be out of work. It is true that we are servicing approximately 3,000 children now in the county, but we have a need for a greater number, something in the neighborhood of about 8,000, which represents that we are serving only about one-third of the total kids that need the services.

Also, the question has been raised by many today concerning the effectiveness of title I. As we take a look at the oral language program, the oral communications program, teaching children how to communicate effectively, we have found that we have been able through standardized tests to measure oral effectiveness of this program over the period of years. We find that we have been able to increase on an average the performanceof children in the area of language about eight-tenths of a year. This is, to me, very significant. However, we were concerned with what we called cold, hard, statistical data, but there are other factors we feel are very important to the human individual that we need to take a look at, also, because frankly speaking, we can bring to you all of the cold data that is necessary. However, we did take a look at what people who were working with these children saw in terms of their achievement.

So we have continued to have as a part of our evaluation some input from them as to what results they could see. As a comparison of answers, we found the cold data as being indicating they were successful based on certain standardized tests.

What we want to know from them for administrators, classroom teachers, and oral communication teachers is, what are some of these things that you could find of good as a result of this program. There were six points that apparently appeared very outstanding. One, administrators; 86 percent of the administrators that we surveyed, and we have 67 elementary schools in the county, of that 67 we surveyed 36 of them to find out what are some of the important points of this particular program, do you really want this program to continue; 86 percent of the 36 administrators that were surveyed said that there was an improvement in oral communication skills in children that we work with in that district. We also surveyed a random sample of 58 classroom teachers. We found that 83 percent of the classroom teachers indicated that there was an improvement in oral communication skills in the children that were directly involved in the title I program.

We also surveyed the oral communications teachers; 97 percent of them indicated that there were improvements.

Also, we received testimony from parents who had children directly in the program. These testimonies were:

"I have had one child in the program, I've got a second child going. He was very shy, he wouldn't talk. He entered the first grade and the teacher told me there wasn't anything they could do with him—" so forth and so on—"and now he is communicating."

This has no relationship to race, whatsoever. It is very well tied in with high quality as with poverty.

Also, we have improvement in academic achievement. The answers we got from administrators surveyed correlated to some degree with our findings on the standardized test; 51 percent said that they could indicate and point to children that had achieved success; 52 percent of the classroom teachers indicated that. And we had 35 percent of the oral communication tecahers who said they saw that. This is overall academic achievement, and not in the specific area of which we were concentrating on oral communication.

Also we found that one of the statements made by the administrative classroom teachers that seemed to be significant to us, was the improved student attitude toward school. And little you think of it, attitude toward school is a very significant thing because it costs the school system so much money. It costs us around $300 a day because of attitudes of students toward school, just for vandalism alone. And that figure might be a little low.

Also we noticed that there was also an improved student behavior. We thought this was very significant; 68 percent of the principals said the students who were participating in this specific program that was sponsored by title I had an improved student behavior. And the way a person thinks and acts is very significant toward a learning arena because of the fact, first of all, you have to establish a good attitude and a good behavior in order for a person to be able to learn.

So, we would say this. Based on the evidence that we have gathered in our local system, we would feel that the discontinuance of title I funds and these activities would deprive selected children, and the selected children of an opportunity. The selected children we are talking about presently, are those children that are considered to have qualified for title I. We feel that the opportunity in which a child could achieve success would be denied, which is very significant.

We feel that the individualized instruction that encourages and assists a child in meeting his individual needs would be completely curtailed to a great degree and the ability or opportunity for a child to extend his experience beyond his own life style would be very critically curtailed.

So we would ask, and we support you and your H.R. 16, and we would hope that title I can be continued and that we can continue to do a good job.

Chairman PERKINS. That is an excellent speech, but I will delay the questions until a little later.

Go ahead, please.

STATEMENT OF JOHN VISOSKY, COLLIER COUNTY, FLA.

Mr. VISOSKY. I am John Visosky from Collier County, and ours is a reading and perceptual development program concentrated in grades 1 through 3, and I guess I would have to say at this point that I would have to reiterate much of that which has been said by these two people, and in the essence of time I won't repeat because much is applicable to our program as well.

It has been a very successful program. The one thing that we find is that the parent advisory council, which consists of parents, teachers, administrators, lay members of the community, that it is the unanimous opinion that we are not serving as many people as we should be serving due to the success factor. And I would have to say that this success factor of our title I program can be attributed to the complete cooperation and enthusiasm from the Office of Federal-State Relations down to the teachers and the students in the classrooms, and we would strongly urge the continuation of title I funding.

Thank you.

Chairman **Perkins**. Thank you very much.

The next gentleman, please.

STATEMENT OF N. O. CLARK, PINELLAS COUNTY, FLA.

Mr. **Clark**. I am N. O. Clark from Pinellas County on the gulf coast of Florida, director of special projects, having responsibility for all types of Federal money coming into the county.

Our county is the retirement center of Florida. We have 90,000 kids in our school system, and a 2 to 5 percent increase each year. I don't know what the retirement bit has to do with that.

We are serving in title I through a reading program, about 3,090 children. Children come into our program at kindergarten, first, second, and third grades, and if they show enough improvement during the school year, they go back into the regular mainstream of education and another child comes in and picks up the title I program. This has allowed us to improve the reading of children and motivate them to stay in the mainstream of education after their title I experience.

I sincerely hope, and I know that my superintendent and our whole staff backs me in promoting H.R. 69, continuing title I, because we know and we have attempted to show in our written material here to you the good it has done to educationally disadvantaged children, and we hope that this will come about before there is a serious gap in our thinking. I feel very confident that laws will be passed to carry this on. The only thing that bothers me is this serious situation of short funding and late funding. As someone mentioned earlier, we are now hiring our teachers for next year, and I have some 177 people involved in Federal programs, a $2 million federally funded payroll in the county for its economy. And we don't know whether we can offer these people a position next year at this time, and it makes them pretty tense.

Chairman **Perkins**. First, I want to thank you, Dr. Stapleton, for bringing this panel. It is one of the most outstanding groups that we have had before the committee this year. This panel has really enlightened me and has made a great contribution.

Now, let me ask a question or two. One of the witnesses pointed out that reading scores cannot measure all of the good effects of title I.

What do you think of a bill which would give you money on the basis of reading and math scores?

Mr. **Walden**. I would not think very much of that bill because of the fact that we are developing just reading scores alone; that's only in one area, because there are other areas that are important. I don't think we can have all good readers in this country and not have other things that are necessary to make a good individual, we still don't have a good democracy or democratic character, someone to carry on our heritage of good democratic principals.

Chairman Perkins. Well, following that a little further, the proposal of the administration requires that 75 percent of title I funds must be spent on reading and math. Mr. Quie's bill requires that 85 percent of title I funds must be spent on reading and math. You stated that those were not the subjects that needed the most attention in your county, so what do you think of those requirements in those bills?

Mr. Walden. I think that when you require that you should have it only in those two areas that you are limiting the initiative of the local school district to meet its individual needs, as I receive an impression that the purpose of revenue sharing is to give this kind of flexibility for Congress.

Chairman Perkins. Mr. Ashbrook.

Mr. Ashbrook. Thank you, Mr. Chairman.

The only question I would have, I continue to be interested in some of the particulars that are thrown out.

Dr. Stapleton used the figure of 280,000 students that would be eligible. I wonder where you got that figure.

Dr. Stapleton. This 280,000 are the children who live in the areas, this is not based on census figures.

Mr. Ashbrook. I have a census figure of 142,000.

Dr. Stapleton. This is children who live in the areas of high concentration of poverty who have educational disadvantages.

Mr. Ashbrook. Then you are talking about being based on poverty.

Dr. Stapleton. Yes.

Mrs. Rodgers. Yes, oh, yes.

Mr. Ashbrook. That is very interesting, because some of the other testimony indicated that that was not a very good basis.

Chairman Perkins. Mrs. Rodgers would like additional remarks.

Mrs. Rodgers. Each year, sir, before title I applications are made, we make surveys in our local school districts. These surveys permit us to use various kinds of data to determine low-income concentration. One is the Federal school lunch program, another is aid to families with dependent children. You see, these are the two main ones. Health Department might be another one, there are at least four major areas that we could use.

The one which will give us the most accurate data and is most accessible to school people, is our free lunch lists in our schools. You see, we have the children who qualify for free lunches, and you don't qualify unless you are economically deprived. So we use those figures in our own local situation. I use those plus aid to dependent children statistics and statistics from the Division of Family Services, which is the State and county welfare system.

Now, those are all compiled, the major source, in this annual survey that we do, is composed in at least one particular school district in Florida on the basis of our school lunch statistics, the number of children we have who daily receive free lunches.

Mr. Ashbrook. Now, on that point are you assuming, then, that all who fall into this category are educationally deprived?

Mrs. Rodgers. No, sir. Those are the economically deprived children which determine—which determine, sir—the number of children whom we can serve, see, in our county.

Mr. Ashbrook. How do you detect the educationally deprived?

Mrs. **Rodgers**. All right. That is done through a testing program; we in Volusia County use the Gates-MacGinitie Reading Test as a pre- and post-test. We also use, as I mentioned in my presentation, we use informal diagnostic procedures, but we use standardized tests for screening these children and from these, then, we do further screening and diagnosis.

Mr. **Ashbrook**. Now, on that basis, do you have any statistics, or maybe your own general impression being an expert in the field, as to what percent of the educationally deprived youngsters that you determine through these tests to be in your district would (a), be in an economically deprived status and (b), not be in an economically deprived status.

Mrs. **Rodgers**. Well, let me answer it this way: I will take the school which showed up last year, is going to show up for 1973–74, with the highest incident of low-income children.

The school is also showing up with the highest incident of educational deprivation based on our testing program.

This past year, 1972–73, 62 percent of the children were economically deprived and 75 percent were educationally deprived.

Mr. **Ashbrook**. Would you indicate under title I at the present how you reach these children?

Mrs. **Rodgers**. How do I reach them now? We are reaching them, sir, through a specialized, individualized program in reading language arts.

Mr. **Ashbrook**. Thank you, Mr. Chairman.

Chairman **Perkins**. Mr. Andrews.

Mr. **Andrews**. Do you know any better way to determine the number of either educationally deprived or financially deprived children in your county other than the means that you are now using?

Mrs. **Rodgers**. Do I know any better way?

Mr. **Andrews**. Yes, ma'am.

Mrs. **Rodgers**. No, I don't, sir, and I don't for this reason. You know we have a problem in the South of having many poor white families who will not apply for any kind of welfare or assistance. Now, we can give their children free lunches in school, you see. Now, if I went out to a home, and I know communities in our county where if I went to the home and did a survey on income, they would not begin to tell me what their income was. The only way that I would know it would be to know what the father does, or whether the mother is employed or whether there is just the mother. But through our free lunch program we do get, as we feel, the majority of low-income children in our county identified.

Chairman **Perkins**. Senator Pepper.

Mr. **Pepper**. Thank you, Mr. Chairman.

Did I understand you, Mr. Stapleton, that approximately 75 percent of the children of Florida who would be eligible for Title I do not get the benefits because there is not enough money?

Mr. **Stapleton**. That's right.

Mr. **Pepper**. Now, I would like to ask all of you who are in close contact with this problem, what happens to these children that do not get the benefit of these title I programs? How does it affect the remainder of their lives and the kinds of lives they would like to live?

Mr. VISOSKY. Well, I would respond by certainly, the rest of their education is severely jeopardized. And when I commented about the advisory committee feeling that we should serve many more pupils, I would have to say that they can see what is happening to these few that we are serving, the success factor, and they feel very badly that we have to just—I don't like to use the word "lose," but that's probably what we are doing, losing those other pupils who are not getting the benefit of the program. And we know we can serve them. We have the means, we have the education and we——

Mr. PEPPER. Do you all agree that these children all the rest of their lives will be handicapped in their ability to earn a livelihood and the kind of life they can live by not getting this or comparable assistance?

Dr. STAPLETON. These are the ones who become the dropouts.

Mr. CLARK. They are potential dropouts.

Mr. PEPPER. These, then, are primarily the ones who become the dropouts?

Mrs. RODGERS. Right.

Chairman Perkins. Do you have any further comments to the Senator's questions?

Mrs. RODGERS. Well, sir, let me say this. The ones who don't get this do become our dropouts. They do become the discipline problems within our schools which make it impossible for our teachers to do as good a job as they could do in the classroom with the remainder of the students that they do have. You see, when a child can't read, when he feels poorly about himself, when he is a failure in life, I don't care whether he is forced to stay in school or not, he is really a dropout. He has dropped out of what is happening to him there in school.

Chairman PERKINS. Do you have any further comments.

Mr. WALDEN. I would say that what would happen to these kids, and I think it has been expressed that he would become a dropout, but his chances for success are less than 10 percent, and that's not very good.

Chairman PERKINS. Let me thank all of you on the distinguished panel for your appearance here today. You have been most helpful to the committee.

Dr. STAPLETON. Mr. Chairman, if any of the Congressmen are interested, this is a project and statistical booklet that we have put out showing what we are doing in Florida district by district, giving the numbers and things of that nature. I have some back here, and I will be glad to—I will just bring them up here and then anyone who wants to, can pick them up.

Chairman PERKINS. That will be just fine.

Will Mr. W. E. Mellown, coordinator for Federal programs, State of Alabama; Mr. Joseph A. Pickard, superintendent of schools, Selma, Ala.; and Mr. Joseph E. Ward, executive director, Huntsville Education Association of Alabama, please come around.

I am delighted to welcome you here today. Mr. Mellown, we will hear from you first. We will hear from the entire panel before we submit you to questions.

Mr. MELLOWN. Thank you, Mr. Chairman.

It is a pleasure to appear before this group and have the opportunity to share with you our feelings concerning Federal aid to education.

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record and you can summarize.

[The statement referred to follows:]

STATEMENT OF W. E. MELLOWN, JR., COORDINATOR OF FEDERAL PROGRAMS, ALABAMA STATE DEPARTMENT OF EDUCATION

Mr. Chairman, Members of the Committee, I am W. E. (Billy) Mellown, Jr., Coordinator of Federal Programs for the Alabama State Department of Education in Montgomery, Alabama.

It is a privilege to appear before you today to discuss proposals for Federal assistance to elementary and secondary education.

We are mindful of the legislative record of this Committee under your leadership, Mr. Chairman. We are appreciative of your efforts to place education in a higher priority at the Federal level. The accomplishments of this Committee and of the Congress, in attempting to meet the needs of the boys and girls of our Nation, speak for themselves. Yours is a magnificient record and one which deserves the support of all educators in the Nation. The Committee's efforts to place a higher priority on the support of education in the United States is supported by the State Board of Education in Alabama as may be seen in the attached State Board Resolution.

We endorse the Administration's efforts to fight inflation by encouraging economy in Federal spending but must seriously question an economic move that will cost the boys and girls in the State of Alabama a loss of $19 million in Federal Revenue if the Administration's budget is passed for FY 1974.

The Presidential veto of the two appropriation bills passed by the Congress this year cost education in Alabama $14 million in loss of revenue. This reduction by $14 million means that for the first time in several years the educationally deprived children of our State will not have an opportunity to attend a free summer program where they would have been able to receive assistance in the area of their greatest needs.

This loss in educational opportunities for the boys and girls of our State and Nation is too great a price for us to pay. This statement may be further emphasized by the fact that the increase in the budget request for Defense for FY 1974 is $4.7 billion which is almost equal to the total outlay of $4.9 billion for the U.S. Office of Education.

The attached chart indicates the losses in revenue to education that Alabama will suffer unless a recommendation by this Committee to place higher priority on education can be realized. The Elementary and Secondary Education Act of 1965 as amended is not perfect but this legislation brings the schools of our Nation closer to meeting the needs of our children than any other single piece of legislation that has ever been passed by the United States Congress.

We support your efforts, Mr. Chairman, to extend Federal assistance to elementary and secondary education in HR 69. It is our opinion that HR 69 gives the local, state and Federal educators the direction and thrust they need toward realizing educational priorities. We support the categorical programs included in HR 69.

At a time when, according to Joseph Alsop, the Nation is facing an "Educational Crisis," it is unthinkable that the Federal Government should be lessening its concern for the National welfare by reducing its appropriation to education.

May I now take this opportunity to illustrate some of the ways that the Elementary and Secondary Education Act of 1965 as amended has contributed to the National welfare by helping to overcome many of the educational problems faced by Alabama and the other states of the Nation.

TITLE I, ESEA

The required planning for the use of Title I funds has been a major factor in the gradual improvement of the school programs during the past eight (8) years. The requirements of Title I have caused educational personnel to become more concerned and more conscious of the needs of educationally deprived children.

Title I participants in Alabama are given an achievement test each year. The average gain on these tests for 1971 was eight (8) months. The average gain for 1972 was over one (1) year. The State Department attributes the improvement to teacher training in diagnosing student needs and planning procedures to meet these needs. These students are those that had been making unsatisfactory progress in the regular school program. Only after the special help made available through Title I funds were they able to make satisfactory progress.

In analyzing the drop-out rate among the economically deprived families, we find that the theory behind Title I of the Elementary and Secondary Education Act is appropriate. This theory is that a correlation between low-income families, school achievement and school drop-outs exists. In 1965–66 about 53 percent of the dropouts in Alabama were from low-income families. In 1971–72 the percentage of dropouts from low-income families had dropped to less than 32 percent. This analysis shows that our holding power has increased considerably since the implementation of Title I.

The following chart shows that according to the Alabama Testing Program in 1965–66 as compared with 1971–72, the percentage of children in the lower quartile has decreased considerably.

STATE SUMMARY OF CALIFORNIA ACHIEVEMENT BATTERY 1965-66—1971-72

[In percent]

	Reading		Math		Language		Spelling	
Quartile	1965-66	1971-72	1965-66	1971-72	1965-66	1971-72	1965-66	1971-72
I	41.27	25.06	58.52	25.05	37.23	24.35	28.71	24.03

The Title I programs are, for the most part, remedial in nature. In all cases, the instructional program was planned to complement the total education program and was under the supervision of the local superintendent.

According to the 1960 Census, Alabama had 242,500 children from low-income families. In the 1970 Census, Alabama has 151,700 children from low-income families. It is my understanding that this loss in the number of children from low-income families is true throughout the Southeast. Alabama cannot afford to lose the estimated $15 million that we would lose as a result of the shift in children from low-income families.

Because of the present level of funding, we are not able to reach all of the educationally deprived children in Alabama with Title I funds. Most school districts do not have Title I programs extending beyond the 6th grade. This means that nearly half of the educationally deprived children in our State are not receiving benefits of Title I funds.

Title II, ESEA

The most significant gains from Title II have been in the elementary library program. In 1967, the State Department of Education conducted a survey which showed that more than 500 elementary schools had little or no library programs. A similar survey in 1972 revealed that approximately 100 elementary schools still have little or no library programs. The average number of books available has increased from 0.8 per pupil in 1967 to 5.0 per pupil in 1972. The loss of Title II funds would severely curtail the library program in the schools of Alabama.

Title III, ESEA

Title III of the Elementary and Secondary Education Act has provided an opportunity for the school people of the State to test innovative programs and to have an opportunity to implement the latest research findings regarding education. There are thirty-seven (37) Alabama school districts out of 126 presently participating in Title III programs. These school systems involve 80,000 children from public and non-public schools in the State. Programs funded under Title III, ESEA include reading, guidance and counseling, early childhood education, mathematics and programs for the gifted.

As an example, in one program under Title III, the students participating made an average gain of 0.87 years in reading achievement, whereas the children not participating in the program or the control group made a gain of only 0.57 years. This shows that the children involved in the program achieved three (3) months more than those not involved in the program. Most educators today agree that the need is greater now than ever before for schools to have an opportunity to experiment with new and different approaches to education.

Title V, ESEA

The State Department of Education received $574,000 in FY 1972 and $564,000 in FY 1973. The Department employs thirty-eight (38) people under this program. Funds for this program are used to provide instructional services to the local school systems in such areas as social studies, speech, English, health and physical education, school food services and transportation. The loss of these funds will severely curtail the effectiveness of the State Department of Education in providing leadership and consultative services to the local school systems of the State. It would be impossible for the State Department of Education to administer Federal programs without Federal assistance to help defray the cost of this administration. Title V funds helped the State Department of Education more adequately plan to meet the needs of all the boys and girls in our State as well as helped in the administration of State and Federal funds.

As a result of Title V, ESEA, the Alabama State Department of Education has been able to impove its efforts in promoting school bus safety, driver education and help improve the curriculum at the local level.

We are aware of the splendid efforts of this Committee to provide the educational community of our Nation with Federal assistance which will assist students of this country in achieving their highest potential. We commend you for your efforts and encourage you to support HR 69. By continuing to support programs such as those outlined above, this Committee and the United States Congress can reaffirm the high National priority we should place on education. The ultimate contribution the United States can make to the world today cannot be accomplished through strength in arms and technology alone but must be strengthened through the development of healthy and alert minds of educated citizens. With your continued support and encouragement, the education community of the Nation can help us continue to maintain our rightful place in the world.

Approve Recommendations, Funding of Alabama Federal Programs

Whereas, the Alabama State Board of Education and the Alabama State Department of Education are the established authorities to administer education programs in the State of Alabama; and

Whereas, the State Board of Education and the State Department of Education are charged with the responsibility for the administration of certain Federal programs; and

Whereas, the State Department of Education under the direction of the State Board of Education has exercised outstanding leadership in providing services to the local school systems; and

Whereas, the State Department of Education has been able to develop an effective staff of personnel to render services to the local school systems of the State in such areas as administrative assistance, consultative assistance, exemplary programs, library programs, school bus transportation, driver education, vocational education, data processing, graphic arts, and others; and

Whereas, the State Department of Education has received certain administrative funds for such programs as Elementary and Secondary Education (ESEA), Adult Basic Education, Emergency School Assistance, and certain Vocational Education programs; and

Whereas, the State Board of Education encourages economy in all aspects of government and questions the priority system that increases the defense budget by $4.7 billion which is almost equal to the total outlay of $4.9 billion for the U.S. Office of Education; and

Whereas, the State Board of Education is concerned with the fact that reduction of Federal funds has caused many local boards of education to resort to termination of teacher contracts or deficit financing: now, therefore, be it

Resolved, That the State Board of Education urges the Congress to fully fund programs at a level of no less than FY 1972 appropriation; and be it further

Resolved, That the Alabama State Board of Education strongly urges the Alabama Congressional Delegation to take affirmative action to assure that Federal programs supporting education be channeled through the State Department of Education; and be it further

Resolved, That affirmative action be taken immediately by the Alabama Congressional Delegation to assure that adequate administrative funds are provided for the State Department of Education to continue to provide technical assistance to the local school systems of the State; and be it further

Resolved, That this resolution be made a part of the minutes of the March 23, 1973 meeting of the Alabama State Board of Education, and that copies be sent to members of the Alabama Congressional Delegation; The Honorable Casper W. Weinberger, Secretary, U.S. Department of Health, Education and Welfare; and to The Honorable John R. Ottina, U.S. Commissioner of Education.

PROJECTED APPROPRIATION FOR ALABAMA, COMPARING ESEA WITH BETTER SCHOOLS ACT

[Fiscal years]

	Actual appropriations, 1972	Estimated appropriations, [1] 1973	Estimated appropriation under Better Schools Act		Gain (+) or loss (−) as compared with 1972		
			[1] 1974	[1] 1975	1973	1974	1975
State administration	2,435,922	2,513,386	[3] 2,312,373	[2] 2,283,437	+77,464	−123,549	−152,485
State projects and special services	1,262,489	1,182,797	[2] 1,088,200	[3] 1,074,582	−79,692	−174,289	−187,907
U.S. Congressional District:							
No. 1	9,499,898	6,848,479	6,300,759	6,221,909	−2,651,419	−3,199,139	−3,277,989
No. 2	14,221,594	11,438,966	10,524,112	10,392,412	−2,782,628	−3,697,482	−3,829,182
No. 3	11,575,075	8,817,514	8,112,316	8,010,797	−2,757,561	−3,462,759	−3,564,278
No. 4	9,277,339	7,736,604	7,117,853	7,028,780	−1,540,735	−2,159,486	−2,248,559
No. 5	10,021,447	8,440,663	7,675,604	7,668,424	−1,580,784	−2,255,843	−2,353,023
No. 6	6,699,851	5,714,116	5,257,118	5,191,331	−985,735	−1,442,733	−1,508,520
No. 7	10,873,802	8,888,543	8,177,665	8,075,328	−1,985,259	−2,696,137	−2,798,474
Total LEA's and other education	72,169,006	57,884,885	53,255,427	52,588,981	−14,284,121	−18,913,579	−19,580,025
Total loss (−) or gain (+)	75,867,417	61,581,068	[3] 56,656,000	[3] 55,947,000	−14,286,349	−19,211,417	−19,920,417

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[1] Estimate from best available information from DHEW.

[2] State administration and State projects and special services amounts are projected for 1974 and 1975 in order to balance to total amounts estimated to be available to Alabama by DHEW for LEA's and to maintain a consistent ratio to 1973 funds as estimated since State administration and special projects and services were in the 1973 total funds used. Funds projected are based on total amounts estimated to be available to Alabama LEA's each fiscal year to the 1973 fiscal year's funds as estimated.

[3] Funds projected for 1974 and 1975 are based on total amounts estimated by DHEW to be available to Alabama based on the ratio of each fiscal year's total funds available to the 1973 fiscal year's funds as estimated to be available.

STATEMENT OF W. E. MELLOWN, COORDINATOR FOR FEDERAL PROGRAMS, STATE OF ALABAMA

Mr. MELLOWN. Thank you.

We are aware of the many splendid things this committee has done for public education in this Nation. We commend you for your efforts on behalf of education. We recognize the high priority you have placed on education in our Nation, and our State board of education concurs. We have attached to our prepared statement a copy of the resolution which was passed recently by our State board of education concurring with you regarding the high priority on which education should be placed.

We endorse the administration's efforts to fight inflation by encouraging economy in Federal spending, but seriously question an economy that will cost the boys and girls in the State of Alabama some $19 million in revenue for education.

The Presidential veto of this year has cost the schools of Alabama, $14 million in revenue during this year. This is too high a price for us to pay for economy. It also means the educationally deprived boys and girls of our State will be deprived of the opportunity this year, for the first time, of attending a free summer school, at which time they will have an opportunity to take classes to aid them in overcoming the cycle of poverty in which they are living.

We have attached a chart, Mr. Chairman, which I hope will concur with the figures you have, indicating the loss of revenue Alabama will receive. You will notice in this chart we have broken this down by congressional districts. The intent of this is obvious; we plan to present these figures to the Members of the Alabama congressional delegation.

Chairman PERKINS. Let's see the amount that would be lost in each congressional district under the administration's proposal.

Mr. MELLOWN. If I may, I would like you to consider the loss comparing it with the 1972 figure. I will round these figures off. In Congressional District 1, it would be $3,100,000.

Congressional District 2, it would be $3,600,000.

Congressional District 3, it would be $3,400,000.

Congressional District 4, it would be $2,159,000.

Congressional District 5, it would be $2,255,000.

Congressional District 6, it would be $1,400,000.

Congressional District 7, it would be $2,600,000.

This gives us a loss to the public schools, the local school agencies in Alabama of $18,913,000. This is comparing the 1974 appropriation by the administration to the 1972 appropriation that we had in education.

I hope those figures do concur with the figures you have before you. These figures are based upon the best available information we could get from the Office of Education, Department of Health, Education, and Welfare.

We commend your efforts and the efforts of the committee in H.R. 69. We do support H.R. 69 and the categorical programs included in H.R. 69, and urge the committee to act upon these recommendations as soon as possible.

If I may briefly take an opportunity to point out the advantages of several of the Federal programs we have encountered in Alabama, we would first look at title I. The theory behind title I has proved to be true in Alabama. That is, those children coming from economically deprived families are, generally speaking, the children that are educationally deprived. We have attempted to use title I funds to meet the needs of these children in the State of Alabama to the best of our ability.

According to the 1960 census figures, Alabama had approximately 242,000 boys and girls from low-income families. According to the 1970 census figures, Alabama has approximately 151,000 children from low-income families. This means that, using the census figures at the present formula, Alabama would lose $15 million because of the loss in number of children from low-income families. I hasten to add we are pleased that we are reducing the number of children from low-income families, but we cannot afford to lose $15 million in our fight to help the boys and girls of our State.

In title II, in 1967 we did a survey which indicated that the library books in our elementary schools were 0.8 books per child. In 1972 we have a survey which indicates that we have 5.0 books per child. Much of this progress is due to title II of the Elementary and Secondary Educational Act.

We have some 37 systems in Alabama participating in title III of the Elementary and Secondary Educational Act, and some 80,000 children, public and nonpublic schoolchildren, participating in this program. This program has meant much to education and has provided us with an opportunity to try some of the new and different programs existing in public education in America today in Alabama schools.

We could not overemphasize the need for and the interest that we have in title V of the Elementary and Secondary Education Act. This act has meant great things for us and has done much to help us in planning to meet the needs of the boys and girls of our State. These funds have been used not only to help us administer the Federal programs, but help us in the administration of the State programs as well.

We seriously question, or are concerned over, the fact that fiscal year 1973 administration requested an increase of $10 million in the title V of the Elementary and Secondary Education Act, in 1974, title V has been omitted from the appropriation bill. We wonder why, in 1 year, they were requesting a $10 million increase and the next year a zero appropriation.

We do commend the members of the committee, Mr. Chairman, for their support here and for their help. We urge you to support H.R. 69 and continue to help us place a high priority on education in the United States.

Thank you.

Mr. LEHMAN. Thank you very much. I'm sorry I wasn't here, but the Chairman has to be leaving at 2:30 so he went to get some lunch and he will be back in just a few minutes.

It is a privilege to listen to the next party. I just wondered, before we started, if Congressman Andrews or Congressman Ashbrook wanted to ask any questions.

Mr. ANDREWS. I would like to ask this, if I may. It has no relation to the statement that you made, if you will excuse me, Bill, and let me get off on a tangent for a moment. I have been wondering during the morning as various people spoke to us, not necessarily you, if anyone who works with these programs could perhaps help me understand better this matter.

It has been said, and I assume admitted, that there is no 100 percent correlation between the students being financially deprived as against being educationally deprived. In other words, it is conceded that there are some things which contribute to educational deprivation other than financial deprivation. I just wondered if some of you who have worked particularly with these programs could suggest what some of the other contributing factors are. Perhaps even if you could say what the major factors are. I assume, in other words, that family discord would contribute, discord among parents and so forth would contribute to educational deprivation, motivation, perhaps, and consequently education deprivation. What are some of the major factors?

Mr. MELLOWN. To attempt to enumerate all of them would be impossible. Of course, there is an isolation factor. We find that in many rural districts in Alabama, even with modern transportation and other things, children have not had an opportunity to visit even the county seat of a county. For example, we had a title I coordinator who brought children in to the health center, for treatment there, and as they passed by the courthouse, one of the children asked if this was the capitol of this particular county. The coordinator began to inquire and found that of the six children she had in her car, only two of them had ever been to this county seat before. This is isolation.

Now, these children were from low-income families, were educationally deprived, and were participating in the program. But upon checking, we found this was not as unique as we would hope that it would be, this isolationism.

A factor that has already been mentioned, one of the parents not living at home, is certainly a factor. The lack of emphasis on the part of the parents, in my opinion, is a great factor. The lack of emphasis on education by the parents themselves, not being concerned enough about education because they have "gotten by," is a factor. They don't encourage education. They don't put the kind of emphasis on education that other families do. This is a factor that is involved. I am sure there are others. I hope that helps some. Those are only a few and there are many others, I am sure.

Mr. ANDREWS. I am indirectly thinking somewhat of Mr. Quie's bill, and I might just add that to maybe give some relevancy to the question and answer. I was wondering if you would name anything that could be taxed. I don't know how we can tax marital happiness, like income tax, be required to put it on and mail it in somehow or other, some percent of their marital happiness.

Mr. MELLOWN. Congresman Andrews, being a married man, I prefer not to comment on that.

Mr. LEHMAN. Senator Pepper?

Mr. PEPPER. Mr. Mellown, I was born in Chambers County, Ala., and grew up in the adjoining county of Tallapoosa. Are those counties getting any benefits under this program?

Mr. MELLOWN. Yes, they are, both of them. We are pleased that we have two native Alabamians here today on this committee.

Mr. PEPPER. Thank you very much.

Mr. LEHMAN. All right, we will take a 5-minute break.

[Thereupon a short recess was taken.]

Chairman PERKINS. The committee will come to order. A quorum is present. We will now hear from Mr. Joseph Pickard, superintendent of schools, Selma, Ala. Without objection, your prepared statement will be included in the record.

[The statement referred to follows:]

STATEMENT OF JOSEPH A. PICKARD, SUPERINTENDENT OF SCHOOLS, SELMA, ALA.

I. TITLE I, ESEA

The summer of 1965 was a long and hot one with emphasis placed on civil rights and personal demands heretofore unknown to a large segment of the population of Selma, Alabama, a small Southern city located in the heart of the Black Belt. The historic march from Selma to Montgomery had been completed, relayed and magnified throughout the world by news media which assisted in bringing to focus social change which dominated that period of American history. This era of unrest was characterized by a breakdown of law and order as it had been known until that time. Militant agitators found the climate of Selma conducive to violence, hatred and distrust of black and white alike and capitalized on the feelings of the community to call attention to their causes. Caught in the wake of these turbulent times were the students enrolled in segregated schools and the teachers of these students. School boycotts were organized, local marches conducted, physical and verbal confrontations engaged in. Many "liberated" students were jailed for their participation in the daily mayhem provoked by their newfound importance and the unrealistic attention lavished on them. The school program for these students was interrupted for the remainder of that school year and little learning of any consequence took place.

After a summer of communication and negotiation, court orders and hearings along with a concentrated effort on the part of the black and white communities, schools were opened in the fall with much anxiety and apprehension—with orders to begin planning for a unitary school system. It was at this time that plans were begun to provide federal funds and resources to assist in this undertaking. It is felt that without the services provided by Title I of Public Law 89–10 and other federal programs that the Selma Public Schools would not have been able to cope with the situation. The system could, very easily, have become a totally black system with private schools organized to accommodate all white students as did, indeed, happen in many school systems throughout this geographical area.

Until the advent of Title I, a limited educational program was offered students from low socio-economic backgrounds in the Selma Public Schools. Classes were large; teaching materials and equipment were limited. Fully 50% of these students did not participate in the hot lunch program. Most of these students were ill dressed, poorly groomed, had little motivation and lacked general interest in school. Attendance was poor: the dropout rate was high. Low self-esteem and other factors caused these students to achieve at a substandard level in the classroom.

A Title I proposal was submitted and approved whereby services could be provided to begin both an immediate and a long range program of rehabilitation of students whose dilemma was brought about, at least in part, by discrimination and segregation.

Prior to developing the Title I proposal, teachers in the low socio-economic schools were asked to provide input for a plan to develop programs which would be relevant to these students and to provide learning experiences which they had missed but which are essential for building backgrounds and which are necessary if any degree of success is to be accomplished by these students.

These personnel were admonished to "think big" and to provide plans for all phases of student development—academic and otherwise. During the first year of operation, Title I funds could be spent for virtually anything that a teacher or principal was daring enough to try. Many of these early activities did succeed; some did not. But even those that did not achieve success on paper are considered to have been a success because of the learning experiences designed and executed by the teachers. They had an opportunity to field-test a theory and discover for themselves that the plan was not workable and that they must try another approach to gain anticipated success.

Objectives for the initial project are listed below:

1. To provide motivation for underachievers in basic areas of instruction.
2. To provide opportunities for greater self-expression through various cultural media.
3. To provide opportunities for increasing skills in language arts, mathematics and science.
4. To provide additional services for discovering individual talents and interests and to provide opportunities for developing them.
5. To develop opportunities for greater physical and recreational skills development and health practices.
6. To provide a more comprehensive career planning program in junior and senior high schools.

Due to the fact that the regular school year was into its second semester before funds were available, activities to bring about the realization of the designated objectives were offered on Saturdays and after school hours. Some activities were provided at night. Activities were provided for students in grades one through 12. As the program progressed, summer programs, including preschool, were developed. Additional personnel were employed, including those specially trained for more critical areas of specialization. The general expertise of instructional personnel was improved by providing college classes and seminars. Specialized materials and equipment were purchased to assist in the teaching/learning process. An effort was made to provide these students with enrichment programs as well as academics to enable them to become well-rounded individuals.

Improved and more skillful reading activities were offered by reading specialists and reinforced by librarians. Art, music, drama and other necessary but "fun" type opportunities were incorporated into the program. Field trips near and extensively far were provided many students who had never been out of their home town—some who had not been away from a section of their town. Not only the city, county and state were discovered, but some trips were made to other states as well. Provisions were made for students to view first hand cultural performances and exhibits as well as participating in these activities on the local level.

Concentrated efforts were made to improve the mental and physical well-being of these students. Free lunches were offered. Medical and dental care were given, coordinated by the services of a school nurse. Psychological evaluation was conducted and appropriate programs offered according to the results of these tests. Physical education classes were provided in the elementary schools as well as on the secondary level.

Paraprofessional assistance was provided in the form of aides and secretarial personnel to relieve teachers of many mundane chores and enable them to teach full time.

. Other features of early federal programs included building remodeling and air-conditioning some units such as libraries.

One of the major problem areas experienced from the onset of this program was the uncertainty of the continuation of the program. Good personnel employed in regular school positions were hesitant to assume Title I jobs due to its instability. Most often, inexperienced and younger persons were employed to fill positions available. In some special areas, such as speech therapy, it was impossible to locate qualified persons to fill those positions. This framework tended to make the program a series of short term programs rather than a continuous one built in a sequential manner.

Since its inception, Title I has served as a equalizing factor among our schools. It has offered many students the opportunity to experience a way of life heretofore available only to the more affluent. But the restrictions under which this program is governed seem to become more stringent and confining each year. Within a few years of its beginning the focus was trained on the younger child, excluding in most part junior and senior high students. While it is felt that more success can be experienced with the younger child, it is also felt that many students on the secondary level could benefit from this program.

The amount of money spent each year tends to become less and less, thus necessitating the involvement of fewer students. This annual allocation in addition to the high cost of living further restrict meeting many needs of the students located in this school system. To further complicate the administration of the program, the listing of priorities is altered yearly until at the present time our program can essentially be involved only in the areas of reading and mathematics on the elementary level.

While the end results of efforts are not always that which are calculated, it can be said that much success has been attained in the Title I programs.

Some outstanding results have been noted over the years in addition to the acceptable average improvement. Some actual case studies follow:

Student A, a slow reading eleven year old Caucasian male enrolled in a fifth grade class, was placed in a Title I reading program as a result of his reading approximately two years below grade level—3.2 as measured by the Stanford Achievement Test. His teacher described him as a lovable child with articulation and stuttering problems and coming from a middle class family. She further indicated that he displayed an eagerness to learn and wanted to be a contributing member of the group. It was her opinion that, with individual attention, this student could reach a level of development which would enable him to contribute to classroom discussions.

A series of tests was administered to the student, the results of which gave a profile pointing out remediation steps to be taken. By capitalizing on his interests and relative strengths, a program of study was arranged to build self-confidence and to strengthen basic reading skills. His program called for a daily 45 minute class in reading for the school year.

After nine months of remediation, Student A was found to be reading on a level one year, seven months higher than at the beginning of his instruction—4.9 as measured by a post administration of the Stanford Achievement Test. Follow-up shows that this student did become active in classroom discussions and that he read and reported to the class twenty-seven library books on a level commensurate with other students in his group.

Student B, a very withdrawn black second grader was accepted in a Title I mathematics class on the basis of teacher recommendation and achievement test scores. Results of the Stanford Achievement Test indicated a mathematics grade placement score of 1.2 and an inventory evidenced the fact that she, though mentally capable, lacked a knowledge of arithmetic concepts.

A program of study was designed to strengthen indicated weaknesses in mathematical concepts, addition and subtraction facts, and computational skills. This program entailed 45 minutes per day for a period of nine months. In addition to the concepts studied, efforts were made to encourage more frequent personal responses and to instill in her a feeling of security, understanding and friendship.

As a result of her specialized instruction, Student B advanced two years and two months—3.4 as measured by the Stanford Achievement Test—placing her at a grade placement seven months above actual class placement.

Although this student is still somewhat withdrawn, daily improvement in overt behavior has been observed. Due to progress made this year, Student B will be able to remain in her regular classroom for mathematics next school year, where it is felt that she will perform well and will be able to progress at an acceptable rate along with her classmates. It is felt that by identifying her weaknesses at this stage and coping with them at an early age, her lagging behind in future years will be prevented.

Student C is an attractive, black junior high female who participated in the Title I reading program. All of her elementary work was done in the Selma Public Schools; she never repeated a grade, but appeared to be a very weak student throughout her formal school years.

The California Reading Test revealed that this seventh grader was reading on fourth grade level—some three years below actual grade placement. The Structural Analysis Test and California Phonics Survey further substantiated the findings of this test.

A highly structured program was prescribed which used controlled vocabulary and simplified sentence structure to teach more complex concepts; language and vocabulary were developed by using listening tapes and workbooks. A scheduled time was allocated weekly for enrichment activities.

Through the development of these skills Student C became more proficient in the mechanics of reading which enabled her to read more efficiently and with increased comprehension. During the school year this student showed an increase of 3.2 years on the post administration of the California Reading Test. While this student will not be functioning on grade level when she enters the eighth grade, the discrepancy between reading level and grade placement has been improved from three years to one as a result of her participation in the 55 minute daily reading classes this school year.

Student D, a ten year old Caucasian female who was a newcomer to the Selma Public Schools complained of stomach aches, headaches and of not feeling well from the first day of her enrollment in the fourth grade. At that time her teacher felt that this behavior was resultant of being in a new school and not being able to compete successfully with her classmates. This student was present nine days during the first six week period of that school year. The school nurse was made cognizant of the various pains of which the child complained, and was instructed to make a home visit to gather information relative to her past medical history in an effort to determine if there were bases for such complaints. It was determined at the first home visit that the student did have a medical problem—an ulcer, which, apparently, was being aggravated by a personality conflict between the students and teacher.

A meeting of the parents, school nurse, doctor, principal and teacher was arranged at which time it was decided to allow Student D to be placed in the Title I reading and mathematics program as well as to transfer her to another fourth grade homeroom.

At the end of the school year a conference held with Student D evidenced progress when she expressed herself as being very happy. She further indicated that she likes her new teacher and classmates and that her "stomach" is just fine. A conversation with the father further substantiated her apparent progress and added that it was no longer a problem getting her to go to school. At the end of the school year, this student's homeroom teacher reported that she had adjusted to all school activities emanating improved emotional and physical behavior and that academically she was performing in the top level of her class.

Student E, a third grade black male was referred for psychological evaluation by his teacher who indicated that he was retarded and that he could not achieve in any subject. He was reported to be functioning on preprimer level in reading and was little better in arithmetic.

To determine his mental ability, the Title I psychometrist administered a battery of tests, including the Stanford Binet, Form L–M. This test revealed an IQ score of 98 which is considerably above average for the client's ethnic group (recent renorming of that test reveals an average IQ of 75 for the Southeastern Negro). An analysis of test data and his response pattern prompted the psychometrist to recommend a highly structured reading program with a wide variety of vocabulary development—especially emphasizing all sense modalities; sight and hearing in particular. A similar program for mathematics was developed.

After following the prescribed plan of remediation, Student E changed his reading grade placement score from .8 to 2.8, indicating a growth of two years as measured by the Stanford Achievement Test. His improvement in mathematics was elevated to grade placement 4.5 which was too high for him to be included in the remedial program the following school year.

Judgmental evaluation made by his teachers further evidenced the effectiveness of this remediation program. These evaluations were based on observation of the child as he played, studied and performed.

Generally, students in the Selma Public Schools show something less than one year's progress for one year's study; however, considering past achievement records of these students, many would have achieved considerably less or may have regressed had they not received Title I assistance.

Academic improvement is a major interest in our programs, but attitudinal change in many instances could be of greater importance. The desire to learn, the improved self-image and personal confidence acquired in these programs enable students to remain in school until graduation and has, we feel, been instrumental in helping these students become functional citizens after graduation.

To date, the Selma Public School System has been held intact and first-rate educational programs are being offered in the federally funded programs as well as in the regular program. The curriculum has been expanded to include a variety of subjects which are relevant to the diverse backgrounds of students enrolled. Students who plan to go into the world of work are offered opportunities that will enable them to compete with the keen competition in the complex society of which they are a part. Additional efforts have also been made to better prepare the other 50% of students who will go on to institutions of higher learning.

It is felt by the administration of this school system and by the leaders in the community that the present unitary school system which has evolved over the past few years is soundly based and has a realistic future, and that it could not have been accomplished without the assistance of federal resources.

II. CONTINUATION OF ESEA

While there is certainly merit in the idea of revenue sharing that would allot federal funds to State and local education agencies with a minimum of restrictions as to how these agencies would spend the money, to change from the present categories of aid that would materially reduce federal expenditures for education is very questionable. Even at the present level of expenditures from federal sources many needs are not being met in school systems that still have a relatively high percentage of educationally deprived and disadvantaged students.

A definitely greater expenditure is needed for younger children to make a concentrated effort to overcome very meager cultural backgrounds. Perhaps the greatest potential for real improvement lies in this particular area. On the other hand, students in junior and senior high school who have very definite deficiencies need limited programs that just might be sufficient to prevent at least an appreciable percentage of these students from dropping out of school.

While I should be for giving each local education agency more latitude of operation than is presently the case, I do not believe the best interests of a large number of students will be served by materially reducing the funds for compensatory education in exchange for removing all restrictions of operation.

III. FEDERALLY IMPACTED SCHOOL DISTRICTS

A matter of considerable concern to a great many school systems, Selma included, is assistance to federally impacted school districts. In 1968–1969 the Selma Schools received $128,657.00 in Public Law 874 funds based on 70 "A" pupils and 799 "B" pupils. At that time funds were prorated at 91.7 per cent of entitlement. By 1971–1972 the proration was reduced to 90% for "A" pupils and 73% for "B" pupils.

Information from the U.S. Office of Education indicates that proration for 1972–1973 will be 90% for "A" pupils and 73% for "B" pupils with parents in uniform and nothing for "B" pupils with parents who are civilian. We estimate that if this formula is followed, we shall receive less than $50,000 this year from Public Law 874 funds. In terms of 1968–1969 educational dollars, this means that benefits from federally impacted area funds in the course of four (4) years are to be reduced to less than one-half (½). Such reductions simply mean that all pupils suffer by receiving less adequate education than is needed. Translated into a few specifics this means larger classes, fewer instructional materials, and reduced offerings than otherwise would have been the case. I strongly urge funding of impacted area federal aid at least on the 1971–1972 level.

IV. ADULT BASIC EDUCATION

Adult Basic Education is a federally assisted program that has produced splendid results during the past seven or eight years in the Selma community. Students in this program have ranged in age from 19 or 20 to past 70. A new lease on life has been given to many people who were illiterate to semi-literate. People in these categories require much patience, individual attention and dedication on the part of the teacher.

I should like to cite an example in our program that I consider remarkable. A man in his forties with a very menial job in a local meat-packing plant was completely illiterate some six years ago. He enrolled in the program and attended classes faithfully until the fall of 1972, when he took and passed the G.E.D. high school equivalency test. This man now has a greatly increased self-esteem, a better paying job in a position of responsibility in the same meat-packing plant. He is a strong advocate of the program that benefited him so greatly. Such an achievement simply would not have taken place without federal funds.

I strongly recommend continuing funding of Adult Basic Education on a level at least equal to that of Fiscal Year 1972.

V. PROGRAMS TO STRENGTHEN STATE EDUCATIONAL AGENCIES

Programs to strengthen State educational agencies very definitely need to be continued if the Alabama State Department of Education is to render services so badly needed on the state level and at the local level. Prior to the time federal funds were used for this purpose, the State Department of Education could offer only minimal services to the local school districts.

This year in the Selma Schools we have established a rather comprehensive plan for professional improvement of all members of our instructional, supervisory and administrative staffs. To assist in this program we have called on our State Department to supply consultants and workshop leaders. This valuable service simply could not be rendered without personnel that the State Department has added during the past two or three years. It is my feeling that the Alabama State Department of Education is now ready to furnish leadership in the improvement of instruction that will directly benefit the boys and girls over the State. Without continued federal aid this leadership and the effectiveness of the State Department will be greatly reduced.

VI. Raise Low-Income Factor to $4,000

It appears to me that it is most necessary to raise the low-income factor to $4,000 family income in order to even approach supplying funds in sufficient amount to care for those who have substantial needs in the area of education. Very worthwhile programs have already been reduced in Alabama. It is my understanding that a continuation of the present formula based on the 1970 census will cause Alabama to lose some $15,000,000 in alloted funds. Such a loss would substantially damage and curtail programs presently in operation. In a school system with a relatively high percentage of educationally deprived and disadvantaged students, a sizeable cut in funds could jeopardize the whole educational process and require that 15 to 25% of those presently included would have to be dropped as target children. Title I and other federal programs not only help the target children, but in so helping these children, the educational level of all children is advanced.

VII. Late Funding of Elementary and Secondary Education Programs

One factor that has hampered the effectiveness of many federally funded programs is the uncertainty of funding and the lateness of approval. Title I of ESEA has suffered particularly because of this factor. Any program for a particular school year should be approved at the latest by March 1 preceding the year of operation. Unless this is done it is most difficult to plan properly. The best personnel seldom want to work in programs that have a high degree of uncertainty from year to year. Also adequate time is needed for determining objectives, making budgets and purchasing equipment and materials before the school year begins. It would be highly desirable to have assurances that programs would continue over a period of from three to five years. Such assurances would enable local school systems to achieve a higher degree of accountability and thus secure a greater return on each dollar of federal expenditure.

STATEMENT OF JOSEPH A. PICKARD, SUPERINTENDENT OF SCHOOLS, SELMA, ALA.

Mr. Pickard. Mr. Perkins, and gentlemen of the committee, I am very delighted to be here this afternoon and to make a brief testimony and will file one at greater length. I would like to commend you and the subcommittee and the whole committee on what you have done in the past for education.

I have been particularly interested and have been to Washington several times concerning Public Law 874, under which we have received assistance, and if I may a little later on, I should like to comment on that further.

I would like to state, if I may, a little different kind of testimony than most of the others that have been made, and I certainly commend Mr. Nix, Mr. Johnson and the superintendents from Florida and Mr. Mellown on giving the broad statistics of the needs, some needs that have been met and the unmet needs, but I would like to tell you just a little bit about Selma, Ala., which is unique in its publicity, anyway, in 1965 and since, as all of you are aware if you have watched television and read the newspapers of the tremendous publicity that was given when there were marches in the streets for quite a long time.

There was a great disruption of the schools. While there was no particular quarrel between the students and the school itself, or the parents of those students, they were pulled out of school to participate in something else, and this disruption is not easily overcome especially in the achievement of the students that were attending school. So here is where title I particularly came in after this disruption and, of course, in the years following, 1965–66, when title I came into being. Without it, I don't believe the public schools in Selma, Ala., would have survived for both races because something special was needed.

And in those early days of title I, we were able to do a lot more things than we are now because, proportionately, we had a lot more money. The value of the dollar was much different then, and you could spread it much farther. We did such things as cultural improvement, field trips, as Mr. Mellown referred to. Many of those children had never been anywhere, many of them not even to the other side of town. Medical services were provided, and, of course, at that time, school lunches, which we spend no title I funds for anymore. Dental services were included, too. All of these things helped. Of course, in the early days it was sort of a crash program. Some of the things on a test basis would not have shown up with great results, but we think they were important. Some of the things that a gentleman earlier on the panel referred to, not just what they learned and what test scores reveal, but the affective part of education or the feeling of children for the school and for the community are significant.

Title I played a major part in holding us togther, and we are a community with a pupil population of 55-percent minority race and 45-percent white, and it is very difficult to maintain such a school system.. Many of our neighbors have gone all the way black; they have no white pupils at all. But I attribute one of the major factors in helping us to keep a very healthy attitude in the community and a school system that serves the needs of all the people. The assistance from title I and other Federal programs.

So I should like to put that on the record as being a very major contribution.

In regard to continuation, I would like to just add a word or two to what some other people have said, that it is most important that these programs be funded on a more continuing basis. I contend that you ought to know by March 1 pretty much what you are going to do the following year.

Chairman **Perkins**. And I agree with you.

Mr. **Pickard**. And that if you don't, you are going to suffer. One of the things that I would like to underscore that has already been said and, in our situation, different from the lady from Daytona Beach who indicated that they had selected the best people to go into title I. Now, we haven't been able to do that. We could have, of course, by upping their salaries, but we have paid salaries in title programs, Federal programs, completely commensurate with other, and, therefore, the better teachers, the teachers who stay with us, are not as interested in going into these programs and so you lose something from year to year when you don't know what to expect next year. The more stable members of your staff much prefer to stay in the regular programs than something connected with a high degree of uncertainty.

I would like to mention just a thing or two about the federally impacted funds.

Chairman **Perkins**. I have entertained the same viewpoint that you have expressed here today that but for title I, back in 1967, 1968, when we had all the rioting over the country, that your public school system would have deteriorated and in Selma. I think this is true in many communities throughout the country and in big cities like Cleveland, Ohio. I think that title I is the instrument that held the school systems together during this period in 1968 and 1969 when we had all the riots in the country. I think it held all the high schools together. Do you agree with that?

Mr. **Pickard**. Very definitely, sir, and let me just point this out in that connection.

Just Wednesday, I visited two title I classes, one was in an elementary school that has 25-percent minority students, the other was in an elementary school that has 55-percent minority students, and it was just a pleasure to see those boys and girls come into these classes eagerly, and to settle down to work very quickly. They were using machines, such as the Hoffman Reader with headsets, other recorders, various workbooks and so on that they simply would not have had without Federal assistance. The friendliness that they exhibited toward each other and the teacher, but in a very businesslike approach to the whole thing which you cannot do as easily, and certainly not give the individual attention without greater assistance. And, of course, as things stand now with the devalued dollar, we can get much less than we could before.

Chairman **Perkins**. Go right ahead.

Mr. **Pickard**. Well, back to the federally impacted funds, or back to the federally impacted school districts, we have received some funds, as you know. We have been very pleased that this has been an area where there have been no strings attached. If you have students whose parents live and work on military installations or, those parents who live off bases but work there, you receive half the amount as for the others. These funds have come in very well to assist in all areas of instruction: to provide more teachers, to provide instructional materials, in every area that you have where expenditures are necessary. Now you will find in comparable dollars, as presently planned, we will be getting less than a fourth of what we did in 1968–69.

Chairman **Perkins**. Less than a fourth?

Mr. **Pickard**. Well, in comparable dollars, so we will suffer very materially if this happens.

Another program that hasn't been mentioned up to now, I don't believe, that I would like to say a word for, is adult basic education. This, too, has been one of those things that has molded community unity among those people who are long since deprived. We have a case, I believe, Mr. Perkins, this man is going to Kentucky to testify in a few days, a man in his forties who was completely illiterate about 6 years ago when he entered the adult education program. The other day he passed the GED high school equivalency test. We think it is rather remarkable when anyone can do that sort of thing. We couldn't have done it without the Federal program.

We had people to come to Selma shortly after 1965 and they wanted to do—a lot of people with very fine motives—who wanted to set up programs for adults who couldn't read and write and so on. We listened to them, we said fine, go ahead and do it. Pretty soon they disappeared. But this program, funded through Federal funds, has done a marvelous amount of good for a number of people.

I would like to add a word or two concerning the programs to strengthen State educational agencies. The State of Alabama, I suspect, had one of the smallest State departments of education a few years back of any of the States, certainly per capitawise. And we now, this year in particular, following a resolution by the State board of education, have a very ongoing, thoroughgoing program of professional improvement. Well, without some of the assistance the State Department gets from Federal sources, they would not be able to provide consultants in many of the areas that we are now able to call on them. So, we think it most important that something be done there to retain Federal support of State departments of education. Without this support, we would suffer.

Another item that I would like to comment on very briefly is the low-income factor. Raising it to $4,000, it seems to me, is a most commendable thing. With the inflated dollar, I don't know, $2,000 in 1960 and $4,000 in 1973 or 1974, are not too different, and it seems that that certainly needs to be changed as a factor for determining eligibility.

Chairman PERKINS. Because of the cost of living involved.

Mr. PICKARD. Yes, sir.

Chairman PERKINS. Relief costs and AFDC allowances, and everything else have gone up since 1960.

Mr. PICKARD. But they can't buy more groceries, now, even with more money because of the higher prices.

Chairman PERKINS. That is correct. You say, from the standpoint of equity, that you think the $4,000 figure now is just about comparable to the $2,000 figure in 1960?

Mr. PICKARD. Yes, sir. I certainly think so. And my final point, which we have already mentioned, is the late funding of Federal programs. This, to my way of thinking, has caused considerable havoc and has caused us many times not to get the most for the dollars spent. If you don't have time for adequate planning, some of it is going for purposes and into projects which are not the most wisely planned. I can't overemphasize the need for a continuous expectation and a certain expectation from year to year of approximately the amount of money that you are going to get.

Chairman PERKINS. Thank you for a fine presentation.

Mr. Ward, since you are with the panel, please come around and summarize your statement.

STATEMENT OF JOSEPH E. WARD, EXECUTIVE DIRECTOR, HUNTSVILLE EDUCATION ASSOCIATION, ALABAMA

Mr. WARD. Very briefly, Mr. Chairman, we would like to speak in favor of the extension of House bill, H.R. 69, the Elementary and Secondary Education Act.

As you are probably aware, Huntsville is probably one of the most hard-hit areas as far as impacted aid funds are concerned. In 1950, the city of Huntsville, Madison County, had a population of approximately 15,000 people. Today we have in excess of 150,000 population with the county and the city. To put it mildly, this population boom that we have experienced over the past 20 years came about as a result of Redstone Arsenal, which is a military installation, and the Marshall Space Flight Center. Public Law 874, and these kinds of funds, have made it possible for us to keep our heads above water, and that's just about all. We face, at the present time, the possibility of losing some 200 teachers, most of our paraprofessionals, aides, this kind of thing. As you know, 874 money can be used by the local school system on the basis of what the local needs are; it is not tied as are other Federal funds.

Now, we are speaking briefly in terms of what would happen to Huntsville at this particular point, and then as far as categorical aids, title I funds we think is the next utmost important to us. Speaking in terms of Madison County alone, we have 3,993 educationally and culturally deprived children in this program at this particular time. The Madison County school system under title I employs 63 professional persons and 50 paraprofessional persons.

Under title I funds we received about $538,000. We think that there is significant data to show that those culturally deprived children in this area, which are mostly black, exceed or gain about 1 year's experience on a cultural and educational level. We also feel that those children who are eligible but are not served by this program are not gaining an education as well as those who are not. We have a prepared statement with some statistical data to present to you on the basis of that kind of information concerning Huntsville.

Chairman PERKINS. Without objection, it will be inserted in the record.

[The statement referred to follows:]

STATEMENT OF JOSEPH WARD, EXECUTIVE DIRECTOR, HUNTSVILE EDUCATION ASSOCIATION, HUNTSVILLE, ALA.

Mr. Chairman, Members of the Committee: The Huntsville Education Association wishes to speak in favor of the Elementary and Secondary Education Act, House Bill No. 69. I am sure that most of you are aware that Huntsville, Alabama, has experienced a tremendous growth over the past 20 years. The major factor in this growth was and is Redstone Arsenal and the Marshall Space Flight Center. In 1950 Huntsville's population was 15,000. Today Huntsville-Madison County population exceeds 150,000. This population boom made it exceedingly difficult for the school system. We had to change from a small town rural school district to an urban suburban system. The cost in buildings and land was astronomical to put it mildly. The Elementary and Secondary Education Act with Public Law 874 (Impacted Area Aid Funds) made it possible to keep our heads above water.

In 1971–72, Public Law 874 represented 2 million out of 17.5 million of our operational budget or 11.4% of our operational budget. I think anyone could see the magnitude of this loss would have significant effect on our school system. The loss of these funds will and is having a drastic effect on education.

We face the possibility of losing some 200 teachers, most of our aides and paraprofessionals, plus the fact that we now will have no preventive maintenance program for 52 million dollars worth of capital assets. As you well know, 874 money can be used by the local school system on the basis of what the local needs are. All other Federal funds come by categorical grants.

In the Madison County School system, the loss of $243,000 of 874 funds represents 5% of operational budget.

Background on impacted area aid 874

	Entitlement
1971–72:	
3A (90 percent of entitlement)	343, 710
3B	2, 102, 000
Total	2, 483, 900
1971–72—Received:	
3A (90 percent of entitlement)	343, 710
3B (73 percent of entitlement)	1, 535, 000
Total	1, 878, 710
1972–73:	
3A	457, 249
3B	220, 446
Total	677, 695

Receiving approximately 50 percent of Entitlement of 3A and 3B or $602,000.

Number of students involved:	
3A—On-post military	1, 029
3B—Off-post military	1, 063
3C—Civilian	10, 368

Computed on Average Daily Attendance 9,400 3C students × $192.00 = $1,805, 500

Entitlement	$1, 805, 800
	602, 000
Loss	1, 203, 800

Round figures compute at more than 10 percent of our operational budget.

CATEGORICAL AID—TITLE FUNDS

The next largest segment of financial support which is of utmost importance is categorical aid provided under the different titles, especially Title I. There are 3,993 educationally and culturally deprived children in the Madison County school system. Title I provides compensatory instruction in Reading and Math above and beyond the normal expenditure per child. The test data indicates that a disproportionate number of these children are from one to three grade levels behind other children in development in these academic skill areas. In Madison County the majority of these children are black.

Madison County School System employs under Title I, 63 professional persons and 50 para-professional persons. This year the county received $538,524 from Title I funds. This amounts to $135.00 per child above and beyond the normal expenditure of $527.00 per child. The program has dwelled upon—as stated above—reading and mathematics. According to the test data gathered through the use of the California Achievement Test Battery, educationally deprived children made gains in excess of one year's academic growth in reading and math. It seems pertinent to point out that Madison County has more children eligible for Title I programs than the funds and State guidelines will permit to be served. Those eligible children not served have not made nearly so much progress per year in reading and mathematics as have the children who have received benefits of the program. It also seems pertinent to note that while these children (Title I) are behind the national norms in expected achievement, they have made the amount of progress expected from children with "average" ability.

It also seems pertinent to reiterate that blacks make up a disproportionate percentage of educationally and culturally deprived children. In this context, please note that there is an ascending percentage of black children in every area of deficiency as they increase in age.

The Title I allocation for the Huntsville City Schools for the 1972–73 school year is $297,404 (actual funding). About 2,500 children are involved in these programs which are serviced by 23 assistant teachers, 48 aides, and 2 nurses. The Huntsville Education Association feels that the above data given for Madison County is also indicative of the Huntsville City School System.

While we would not purport to have the wisdom to make national decisions or know what is to the best national interest, we would like to make a plea for consideration in terms of recommending that programs be phased out, when determined necessary, in a gradual way. Many fine educators have been trained and are serving children in our area as a result of Federal funds. We would call attention to the need for Federal support of some denomination mainly because of the advantageous taxing position at the Federal level. Abrupt ending of programs works to the disinterest of children in our schools through the loss of some of the most capable educators who have chosen to work in programs designed to serve special needs. If decreased funding is mandated, our plea to you is for a gradual procedure so that the necessary adjustments can be made without damage to youth.

Mr. WARD. Thank you, sir.

I have Dr. George Davis here from Madison County, if any of you want to ask questions on specific points.

Chairman PERKINS. Mr. Ashbrook, do you have any questions?

Mr. ASHBROOK. Do you have some indication of how your categories break down in your impact areas?

Mr. WARD. All right, I have that. On 3A, on-post-military, in Huntsville we have 1,029 children; 3B, or off-post-military, 1,063.

The civilian, 3C, which we are not being funded for at the present time, of 10,368. And, of course, that 3C is the place where we are taking it on the nose.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. I just want to thank my fellow native Alabamians, Alabama residents who have something in common with Senator Pepper and me. I want to compliment Mr. Pickard for the great job he is doing in my hometown to keep it all together. I just have one question.

What portion of your title I children are you able to serve under the present funding, what percentage are you able to reach?

Mr. PICKARD. Well, I would say it is not more than 30, 35 percent.

Mr. LEHMAN. You still have 60 or 65 percent more title I children whom you are not able to serve under the present funding?

Mr. PICKARD. There is nothing under title I on the high school level, just a little bit on the junior high school level, so you see, all of those are going unserved, and then many others in the elementary schools. Of course, I suspect we may not be concentrating on a few pupils as much as some other systems have.

Mr. LEHMAN. In lieu of this, I would just like to once again put on the record, regarding questions about compensatory education, that I don't think that we have really tried it except on a token basis.

Mr. PICKARD. That is right.

Chairman PERKINS. Let me make one further observation on that, Superintendent Pickard.

You know, we have so many Members in the Congress that will say, well, what's happened to all these children in eastern Kentucky, West Virginia, Tennessee, Alabama, Georgia, and in the Carolinas that you had under the economic factor of $2,000 back in 1960. They say they have all migrated somewhere else in 1970, because the 1970 census indicate that you don't have but so many kids.

These people fail to take into consideration inflation and the increased cost of living—that everything has gone up and that it would take $200 today to buy what $100 would have purchased in 1960. The standard of living has increased not only in the South, but all over the country. How would it affect the South to hold to the $2,000 low-income factor today and AFDC on top of that?

Mr. **Pickard**. It would make it very difficult to really have the impact that Congress wants to have and, as Congressman Lehman pointed out, you are not really getting at the total problem because you are not taking care of a number of people who have a real need.

Chairman **Perkins**. Well, under the $2,000 factor, you have as many children today in Selma as you had in 1960 in the poverty category, haven't you?

Mr. **Pickard**. Well, yes. Not as many in the $2,000 area.

Chairman **Perkins**. Not as many in the $2,000 category, but you have as many in the $4,000 category?

Mr. **Pickard**. Yes.

Chairman **Perkins**. Which you say is comparable to the $2,000 level back in 1960?

Mr. **Pickard**. Yes, sir.

Chairman **Perkins**. And all you are striving to do is to get justice today in the allocation of funds?

Mr. **Pickard**. Right.

Mr. **Mellown**. Mr. Chairman, there is another factor that is involved in this, too, and that is that those States in the Southeast, the States that you indicated earlier, have had an increase in per capita income which means that the income of these people in this category have gone up and that they have not necessarily moved away, but their income has increased.

Chairman **Perkins**. That is correct.

Mr. **Mellown**. This is a factor in that the per capita income growth in these States has been greater than the per capita income in certain other States of the Nation, for example.

Mr. **Pickard**. May I make just one little point that somebody else made, but I would make it for emphasis.

Chairman **Perkins**. Go ahead.

Mr. **Pickard**. As was made particularly in the case of Jacksonville, Fla., Duval County, that in the desegregation you now have a number of pupils in schools that we can no longer do anything for under title I because there are not quite that many in a given school. I think this is bad. I don't think Congress set this up, I think somebody else did in between, as so many things have been from time to time.

Chairman **Perkins**. Well, the Office of Education made that decision.

Mr. **Pickard**. But we think a change needs to be made there.

Chairman **Perkins**. Any further questions?

Mr. **Mellown**. May I present Dr. George Davis, Madison County, Ala., Board of Education, Mr. Chairman?

Chairman **Perkins**. Yes, sir.

STATEMENT OF DR. GEORGE DAVIS, BOARD OF EDUCATION, MADISON COUNTY, ALA.

Dr. **Davis**. May I make one point, and this is also a reemphasis.

Chairman **Perkins**. Yes, sir.

Dr. **Davis**. I would like to point out that our data, the data that we have in terms of the California Achievement Test Battery, which is an acceptable group testing instrument, reflects that our title I youngsters have made in excess of 1 year's progress in reading and mathematics, which is what our title I program treated this last year. And this is a group of children—and this cannot be said or stressed too much—this is a group of children that by everything that we know should not be expected to make 1 year's growth in 1 year because they are being compared through your national norms which are so-called postaverage.

Chairman **Perkins**. Those achievement results go beyond your expectations?

Dr. **Davis**. Yes, sir, and beyond what we have a right to expect, really.

Chairman **Perkins**. Then you are saying that you are getting value received for the expenditure of those dollars under title I?

Dr. **Davis**. Yes, sir. And it must be understood that even with that, these children will not catch up completely.

Chairman **Perkins**. Let me thank all of you. You have been most helpful.

We will next hear from Senator Pepper.

STATEMENT OF HON. CLAUDE PEPPER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. **Pepper**. Thank you very much, Mr. Chairman, and members of the committee for the privilege of being here with you today. I have profited immensely from the testimony that I have heard given here at this session. We want to express our particular gratitude to you and the members of your committee for coming down here and honoring our area with your presence and making possible for our people to have an opportunity to express themselves about the need for the continuation of the educational program that we have.

We are very proud that my distinguished colleague and friend, Congressman Lehman, is a member of your committee, and you have already observed, I am sure, the valuable contribution that he is making on your committee.

Mr. Chairman, I will observe our 5-minute rule in the House, or at least not exceed it. When I ran for the Senate the first time, the first plank in my platform was Federal aid to education. And it has been the greatest privilege of my life that I lived to be a Member of the Congress which provided Federal aid to the educational institutions of this country, and so many children of this country. The regrettable part of it is that we still have not done enough.

You will always, in my opinion, enjoy a warm place in the hearts of the people of this country for the magnificent leadership that you, Mr. Chairman, have given to the Federal program of giving educational assistance to the institutions and the children of this country. There is no way to measure what this educational program of Federal aid has meant for the people of this country so far.

Likewise, there is no way to measure what any substantial reduction in that program would do to or would mean for the people of this country. The story was pretty graphically told by the testimony of these witnesses who said that these disadvantaged children generally became the dropouts.

While as chairman of the Crime Committee of the House of Representatives, I have had opportunities to hold hearings and to hear school officials talk all over this country, and it is the school dropout who largely pretty soon gets into the juvenile court, and 50 percent of the boys and girls who are going into the juvenile court, later wind up in the adult penal institutions of this country.

And then the other side of it is, what can a boy or girl in our complex society of today hope to be able to contribute to our country, what kind of a living can they hope to make without any skills, without any training in a competitive market such as we have here today. So, we are talking about the future of America.

Here, these witnesses have told you that on an average, three out of four of the eligible boys and girls, the disadvantaged boys and girls in their area, were not even getting the benefit of the program we now have. And yet they have told you of the great benefits conferred by that program on those who got the value of it. So that what we need, it's all right to try to improve the format of a program, I don't know but what I would prefer to see the Federal programs to aid the general education with a special recognition given to particular needs to areas and classes of our people.

But that is not our problem, it is more money. And it looks to me like the alternative to your fine proposal of H.R. 16 and 69 is less money, as you said, and as these witnesses have indicated, for education in this country. So I don't know of any way that we could build a stronger America than by giving better educational opportunities to all the children of this country.

To every one of us sitting here today as members of this committee, as Members of Congress, what has education meant in our life, and what would we individually be doing today if, by some providential aid, we had not been able to get an education that we were able to get? And so there is our fellow citizen out there, and that is the future of America we are dealing with. And when we economize, we are reducing the potential of the people of this country for what really matters in this country, our people.

So, Mr. Chairman, I just want you to know that you will find me voting for your H.R. 16 and your H.R. 69 in the House of Representatives, and to double the funding we are now getting rather than to condone any reduction of it.

Thank you very much.

Chairman **Perkins**. Thank you very much, Senator. You have always been most helpful.

Our next witnesses are Dr. E. L. Whigham, superintendent of schools, Dade County, Fla., accompanied by Mr. Tee S. Greer, Jr., director of special programs in Dade County, Fla.

Mr. **Greer**. Doctor Whigham is not here yet. He is scheduled for 2 o'clock, I believe.

Chairman **Perkins**. Well, come on up. We will break the order of testifying.

STATEMENT OF TEE S. GREER, JR., DIRECTOR OF SPECIAL PROGRAMS, DADE COUNTY, FLA.

Mr. **Greer**. Mr. Chairman and members of the committee, my name is Tee S. Greer, Jr., and I am director of special programs for the Dade County Public Schools.

As director of special programs for the Dade County Public Schools, it is my responsibility to provide the school system with its full share of Federal, State, foundation, and other moneys, both in categorical and noncategorical classes. I am expected to coordinate program activities for consistency with priorities established by school board and with Federal guidelines and regulations.

The preparation of proposals, guidance of proposals through appropriate channels, enforcement of guidelines and regulations, monitoring of both programmatic and fiscal activities for federally funded programs are part of my functions.

Therefore it is my desire to reemphasize some of the major issues involving the extension of title I of the Elementary and Secondary Education Act and describe some program features of the Dade County title I project and the need for its continuance.

It is expected that Dr. Whigham will point out several of the major issues, however, I would like to emphasize a few of them, particularly since he is not here at this time.

No. 1. The need to provide adequate and effective educational programs for disadvantaged students must continue to be a major goal if we are to combat the problems of education today.

No. 2. Title I of the Elementary and Secondary Education Act is a viable process to meet these needs.

No. 3. Certainly, the elimination or reduction of ESEA, title I, will pose serious problems with the implementation of Dade County's compensatory education program. In fact, full funding of ESEA, title I, is needed to allow all eligible students the opportunity of participating in ESEA, title I.

Although I have not had information necessary to make a complete analysis of special educational revenue sharing with specific funding details concerning Dade County, it does appear that our school system will receive less money. Hence, I would support legislation which provides the greatest opportunities for the students of Dade County.

No. 4. H.R. 69 which extends ESEA, title I, for 5 more years will provide stability to local programs, permit the long-range planning necessary to cure some of the ills associated with the achievement of disadvantaged students, create some degree of security for personnel employed in federally funded programs, and allow students the opportunity for total development based on needs.

No. 5. Provisions are also needed which permit isolated populations of disadvantaged students to receive services even if funds are not available to serve all eligible pupils.

Realizing that it was the intent of this committee to visit several of our ESEA, title I, schools and observe programs in operation, a brief description of the components has been prepared.

Seven components are in operation which provide supplementary support for those schools with the greatest concentration of low-income students.

Our elementary program serves 6,500 students in grades K through 6 with major emphasis on Dade County's first instructional priority, reading and mathematics. This component is in operation in 43 participating elementary schools.

Teachers in the program have been involved in in-service to implement the system's approach in these subject areas. Practically all title I schools have a full-day kindergarten program as opposed to half-day programs for other schools in Dade County.

There exists linkage with several other federally funded programs such as the EPDA career opportunity program, ESEA title III, SWRL, which is the Southwest Regional Laboratory kindergarten materials, the ESEA title III school volunteer project, and several others.

Our secondary program focuses on curriculum and guidance. The primary emphasis is to improve reading and mathematics skills through an individualized program and to improve the self-concept of low achievers in a comprehensive guidance program. Twenty-five schools serve 1,495 identified students in grades 7 through 12.

We have a first-step component which has emphasis on parent participation by extending classroom activities into the homes of children enrolled in the program. Parents are also brought into active participation by utilizing the community schools in the evening for training to help teach specific language skills to these children. At the same time, both parents and children benefit by being actively involved in the school program.

Performance contracting we granted a special hearing before this committee because of its success with the achievement of students in the program, the concept of incentives for students and teachers and the use of both internal and external performance contracting. This component serves 550 students and operates in two schools.

Follow Through, which is partially supported with title I funds, serves approximately 560 students in three schools and provides comprehensive services for primary students who have previously been in Head Start or similar preschool programs.

The neglected and delinquent students are also provided services at one selected school with the program addressing itself to individual needs of students who, in most cases, are enrolled on a temporary basis at the special center. The services are provided for at least 15 students at all times.

There is nonpublic school participation which is coordinated with the Dade County Public Schools. Services are made available to 480 eligible pupils who would normally attend a selected title I school. Again, the emphasis is on achievement in reading and mathematics.

In summary, we have seen selected programs raise the achievement level of title I students. We have seen an improvement in school attendance, school interest and student attitudes toward school. We have seen parental and community involvement from disadvantaged areas. We have seen the employment of more paraprofessionals from low-income neighborhoods. We have seen professional growth by our teacher aides and teacher assistants who work in title I schools.

And last but not least, we need to see the extension of H.R. 69 so that our goal to provide adequate and effective educational programs for disadvantaged students will eventually be obtained.

Chairman PERKINS. That was a very good speech.

I am going to hear from Dr. Wallace S. Odom, comptroller of Pensacola, Fla., county school system. Go ahead, Doctor. I understand you are from Bob Sikes' district.

Dr. ODOM. Yes, sir.

Chairman PERKINS. I am delighted to welcome you here, and hear how the so-called special revenue sharing proposal is affecting you since no "b" children are being counted. Go ahead.

STATEMENT OF DR. WALLACE S. ODOM, COMPTROLLER OF ESCAMBIA COUNTY SCHOOL SYSTEM, PENSACOLA, FLA.

Dr. Odom. Thank you very much. I appreciate the opportunity of appearing before you, and I would like to say that we do support H.R. 69 but I would rather specifically relate my comments to Public Law 874.

Chairman Perkins. Go right ahead.

Dr. Odom. The Escambia County school system has approximately 47,000 students. Of this number, 9,753 students qualify for payment under Public Law 874. Nine hundred and twenty of the qualified students are classified as 3A, and 8,833 are classified as 3B.

According to the best information that we have available at this time, these students entitle the Escambia County School District to approximately $2,300,000 for this fiscal year. Because of the increased activities at the naval air station, which is a very large installation in our county, there is reason to believe that the enrollment of these type children will increase in our district, therefore, our entitlement should normally increase. $2 million is a very significant portion of our district's budget. We have an operating budget of $38 million, and $2,300,000 is a very significant portion.

The Escambia County School District presently levies all of the taxes which can be legally levied. The district has no means at its disposal of replacing any moneys that is lost because of changes in Public Law 874.

The district would like to make a plea for continued Federal support in 3B students because of the fact that the installation where their parents work, chiefly the naval air station, is not subject to ad valorem taxes, and thus cannot contribute to the chief sources of local support for the district.

It is recognized that these parents do pay sales taxes and, in some cases, taxes on real property, but this cannot benefit the system to the extent that would be the case if their place of business also paid taxes.

It seems to us, that every time we turn around somebody is trying to take some money out of our pocket.

Chairman Perkins. I'm going to tell Bob Sikes what you have stated.

Dr. Odom. And we are real careful who we stand next to, because we don't know if they are going to be in our pockets or not.

Thank you very much.

Chairman Perkins. You have been very helpful to the committee. I don't have any questions because your statement was concise and to the point.

Do you want to ask him any questions, Mr. Ashbrook?

Mr. Ashbrook. No, thank you; except maybe would you like some help in having Pensacola taken out of there?

Chairman Perkins. We wouldn't say that.

Mr. Lehman. If you keep building those military installations, the panhandle is going to sink right below the gulf.

Chairman Perkins. Thank you very much, Dr. Odom.

You may call the rest of your panel, Mr. Greer, and you can serve as the school superintendent here for a while.

Mr. **Greer**. Thank you, very much. I do expect Dr. Whigham to be here in a very few minutes.

I would like to introduce some people that we have asked to come and be here with us this afternoon. A couple of them are prepared to speak if the committee so desires.

However, I would like to introduce them and maybe you would want a comment from them. We have from one of our title I schools a parent, Mr. George Lipkins.

Mr. Lipkins, would you come up here, pleas. I think Mr. Lipkins does want to say something.

We also have Sister Maric Infanta Gonzales, who serves on our title I advisory committee and represents nonpublic schools.

Chairman **Perkins**. If you want to say something, go ahead.

STATEMENT OF GEORGE M. LIPKINS, TITLE I PARENT

Mr. **Lipkins**. First of all, I want to thank you for this honor of being present here today and express my opinion concerning title I.

Education is one of the surest ways of bringing our society closer together. As you well know, ignorance or lack of education is our biggest enemy. Through education we can acquire a certain human worth, but we cannot be satisfied with traditional ways of education.

We must move forward and use every means in our power to insure that all people are afforded an equal opportunity for advancement and a chance to become part of the mainstream of our evergrowing and progressive society.

We must meet the challenge of change, we must evaluate the new approaches to education with great intent. We must ask ourselves what is the value of these new educational approaches, will the results last for a year or will they be a lasting contribution toward a more meaningful society?

I think that the direction in which some of our Government-funded programs are headed, we are moving in a very positive way toward upgrading our educational system. One such program is title I. I think this program in the long run will be the most fruitful contribution to education. I say this because this program helps the child to realize and take part in his education.

As long as we continue to move forward the growth of the complete individual, we will assure our society of more productivity—economically, politically, and socially. I am very proud to be a part of this positive movement.

I think any time a student can show an 11.3 gain in reading and almost an 8 gain in math in a 4-month period, that program that caused this terrific gain should not only be refunded, but expanded to include more students.

I have had, and still maintain strong feelings toward the title I program. I have experienced the positive things that title I has done. My oldest son went from a D average to a B through the direct efforts of title I. My youngest son is reading, and he reads everything he gets his hands on. This, too, is a direct result of title I.

I have also seen the change in attitude of teachers and students who are involved in title I programs. The teachers are more enthusiastic about their work, and the students are expressing themselves more realistically. I think it would be a great disservice to the future of our society if title I were discontinued or not expanded.

I say this because our existence will depend on the foundation that we give our youth. If a strong foundation is provided in early school years, we can look forward to a very positive future. Without this foundation we can look forward to a continuation of mistrust, racial unrest, economic instability and political apathy.

I could talk to you forever about the importance or impact of title I on our Nation as a whole. But the most important thing I want to say is that the title I programs are so very much needed in our ever-moving society in our Nation today.

Chairman **Perkins**. A very good statement.

I see now that Dr. Whigham, superintendent of Dade County schools, is here. So you come around, Dr. Whigham, and bring the panel as originally scheduled.

Along with Dr. Whigham is Mr. Greer and Mr. Lipkins, a title I parent, who just spoke. And we have Sister Marie Infanta, a nonpublic school representative; Mrs. Phyllis Tannen, project manager for title I; and Mr. Harold Guinyard, principal of Northwestern Senior High School.

Dr. Whigham, I mentioned earlier today that under the administration's proposal for special revenue sharing, Florida will receive only $73,143,000 for fiscal 1974. Under your fiscal 1972 appropriation you received $90,390,089, a net loss of $17,247,089. I am sure that you know what we are talking about when we discuss this so-called special revenue sharing.

It is divided into five categories—disadvantaged children, impact aid, the handicapped, vocational aid, and supportive services, where we have in the budget $225 million for school lunch, $50 million for adult education, $150 million for innovation, title III, and guidance and counseling. But under supportive services there is nothing in the budget for library books, nothing in the budget for textbooks and equipment—title III of NDEA and title II of ESEA—and nothing in the budget for aid to State departments—title V of ESEA.

And under this fifth category of revenue sharing, supportive services, the funds can be shifted around at the State level in any manner they want.

Now, with your experience as a school superintendent, how will it affect your county and city schools? For instance, the school lunch money can be shifted anywhere the State Department wants to shift it, and they can shift these other supportive services programs anywhere they want. Just how is it all going to work out after we have just begun to make progress under these categorical programs?

Dr. **Whigham**. Mr. Chairman, before I begin to comment on that, I would like to say a few words personally.

Chairman **Perkins**. Yes, certainly.

STATEMENT OF DR. E. L. WHIGHAM, SUPERINTENDENT OF SCHOOLS, DADE COUNTY, FLA.

Dr. **Whigham**. First, we appreciate the opportunity to comment here. I believe you have aready introduced the people who have accompanied me. We have tried to bring a range of kinds of people who are associated with the title I programs in our school system who can assist me in answering any questions, in came you have questions.

I would like to welcome this committee to Miami, since I am the superintendent of this county, and particularly you, who are so very well known in the field of education. Of course, we want to give a special recognition to our former board member, Bill Lehman, and we are happy to have him back. We were in a quandry to lose him as a member of the school board and as chairman for our school board; but since we had to, he is in a very fine place, as far as we are concerned, to come back on the House Education Committee. Also let me say that in respect to our school board, we do not have a board member here because our board members prior to the time that the date of this meeting was set had committed themselves to being in California for the meeting of the National School Board Association. But we did, on Wednesday of this week, at our regular meeting, take time to discuss the subjects or issues that you are concerned with here today so that I could have a reflection of the point of view of our board members in what I say in general terms here today.

The board asked me to express to you their appreciation for the opportunity to have representatives from our school system speak, and they regret that they could not be here personally to speak to you and to greet you while you are here in Miami.

Now, if I can move right into what I have to say and I, Mr. Chairman, can move rather quickly and then respond to questions that you may have. I have already distributed a statement which I have prepared.

Chairman PERKINS. Without objection the prepared statement will be inserted into the record.

[The statement referred to follows:]

STATEMENT OF DR. E. L. WHIGHAM, SUPERINTENDENT OF SCHOOLS, DADE COUNTY, FLA.

It is vital to the future of America that adequate and effective educational programs be provided for the economically disadvantaged students in the metropolitan school systems of this nation.

The first major step taken to recognize that need and provide local resources for meeting the need was the action of the U.S. Congress in establishing Title I of the Elementary and Secondary Education Act in 1965. Any step that deters the effective pursuit of this major national objective or that reduces or eliminates federal funding available to local school districts will be a serious step backward for the school systems of the nation. It is essential, therefore, that the present Congress extend the provisions for funding compensatory education programs for the nation's schools.

Since their inception in the fall of 1965, the compensatory education programs of the Dade County Public Schools have moved through a number of developmental steps. In that process the school system has been assisted by a Title I citizen advisory committee and a Project TREND advisory committee. The Title I advisory committee was established under the criteria of the federal guidelines. The advisory committee for Project TREND (Targeting Resources for the Educational Needs of the Disadvantaged), established with federal funding in 1971–72, is composed of deprived students, parents of such students, teachers, and personnel of related community agencies. That group has assisted school officials in setting the direction for compensatory education programs funded through Title I and other special grants.

A major trend in our compensatory education programs, in accordance with federal guidelines, has been the concentration of financial support in a limited number of schools so that the level of support permits significant improvement. The present compensatory education programs in Dade County, funded under ESEA Title I, serve directly about 9600 of the 60,000 disadvantaged students in the county school system. At no time in the history of the programs has it been possible to serve all students properly classified as economically disadvantaged.

The level of federal funding needs to be increased at least to the full limits of Congressional authorization—a level not reached at any time since the beginning of this legislation.

A second basic direction for the programs of Dade County has been the concentration of Title I resources and program efforts in the early years of the student's education. While there is need for supplementary services in subsequent years of schooling, it has been felt that primary attention should be given to the early years of education and to the basic skills.

This school system, incorporating both urban and suburban areas, enrolls students whose achievement covers the full range of academic performance. The handicap of the educationally disadvantaged is thereby placed in stark perspective.

Based on extended analysis of test scores, it is not possible at the present time to state unequivocally that compensatory education programs have improved the relative academic test scores of the students enrolled in those programs. The opinions of staff members who work with the students, however, are that the programs have been successful; and the recent move toward a systems approach to basic skills instruction is projected to produce improved academic performance. The morale and the motivation of staff members who work with deprived students have been greatly improved through the availability of Title I resources.

Currently before the Congress is an Administration proposal to shift Title I funding into a special revenue sharing program. There are several general concepts in the revenue sharing approach which are viewed favorably by the School Board and administration of this school system. The concept of reducing the complexity of application, accounting and reporting procedures is to be desired. An increase in the discretion provided local school systems in designing compensatory programs and relating them to other school programs also is desirable. Greater flexibility to the local school system in the organization of citizen advisory groups would be helpful.

While, as indicated, the general concepts of revenue sharing are viewed favorably, the current proposal before Congress (HR 5823) is of serious concern to us. Unfortunately, that proposal was placed before the Congress at a relatively late date; and we do not yet have sufficient information on which adequately to judge the merits of the legislative proposal.

Based on the news reports available to us, there is serious concern that the present revenue sharing proposal in fact reduces the overall level of federal funding for education and in particular does nothing to increase the level of compensatory education funding and may in fact reduce the funds received by our school system.

Our major concern is that a revenue sharing plan not be used as a means for deterring continued and adequate national attention to the priority task of providing sound educational opportunity for disadvantaged children and youth.

Based on a brief review of the proposed legislation (HR 5163) presented by Congressman Quie, it is the reaction of the School Board that the approach in that proposal is not as desirable as that provided in HR 69.

The School Board and the administration of the Dade County Public Schools endorse HR 69 as the most desirable legislation for continuation of Title I programs. That proposed legislation targets increased funding on a continuation of sound support for the education of economically deprived students. By providing a direct appropriation of funds to schools of at least $300 for each eligible student, HR 69 for the first time establishes a national level of support sufficient to permit productive programs. The bill authorizes a five-year period for the legislation, thus stabilizing Congressional commitment to the education of deprived students and assuring that the funds will not be diverted to other purposes. Full funding of this legislative proposal, when supplemented by the level of additional educational funding proposed in HR 16, will establish a meaningful committment of the federal government to the adequate support of public schools in this nation.

In regard to the continuation of the Title I program, we would emphasize several points for Congressional attention. First, the level of funding should be increased to the point that adequate program coverage for all economically deprived students is possible; and the period of legislative authorization should be sufficient to assure program stability. Second, appropriations should be made at least one year in advance of the year in which the funds are to be expended, thus providing school systems with sufficient lead time for planning, staffing, and resource procurement.

Delays in Congressional appropriation of funds, frequent changes in program regulations and guidelines, and an annual pending termination of program authorization have very negative effects at the local level. Morale of students and staff is devastated, better qualified staff members tend to shun such programs, major disruptioins of local budgeting are created, and public misunderstanding mounts to serious proportions.

Third, attention should be given to the problems encountered by school systems which have undertaken comprehensive desegregation. As student bodies are shifted for purposes of desegregation, the concentration of economically deprived students frequently is substantially reduced and program eligibility eliminated. For example, when a school in the ghetto is paired or grouped with a school located in an upper income neighborhood, the reduction in the percentage of deprived students may eliminate eligibility at a time when adequate support for compensatory education is very critical.

In this regard, the relationship between the Title I program and the Emergency School Aid Act should be critically reviewed. Is it desirable to incorporte emergency school assistance into Title I and permit a percentage of the combined funding to school districts with an approved desegregation plan to be spent for services and activities essential to effective desegregation?

In any event, in desegregated school systems there should be substantial local discretion in determining which deprived students are to be assigned to funded programs. If fully adequate funding is provided, there is no problem. If the level of the appropriation, however, is not sufficient to provide program coverage for all eligible deprived students, the discretion of the local school system in deciding which pupils to include in funded programs should be increased.

Finally, in continuing Title I essentially as a categorical grant program, consideration might well be given to combining application and reporting procedures for this aid with those for other federal funding. By such a method some of the advantages of a "bloc grant" approach might be achieved. Continued attention to other provisions for attaining the general concepts of a revenue sharing approach is to be desired.

Dr. WHIGHAM. I would like to begin, in terms of making a point here, by reading just the bare first part; and then I will move right into my comments, because the statement makes a couple of points that I think are tremendously important in reference to title I and the education of deprived youngsters.

One, is the vital importance of compensatory education in this country and in our county.

The second, in essence, what Congress has already accomplished with what has been done with title I of ESEA.

And now, reading very quickly:

It is vital to the future of America that adequate and effective education be provided for the economically disadvantaged students in the metropolitan school systems of this Nation. I could say in all school systems and I mean that but particularly so in the urban and the metropolitan school systems of this country.

The first major step taken in this Nation to recognize the need and provide local resources for meeting the need was the action of the U.S. Congress in establishing title I of the Elementary and Secondary Education Act in 1965. It focused the attention of this Nation on that objective, which is very vital to this country.

Any step that deters the effective pursuit of this major national objective or that reduces or eliminates Federal funding available to local school districts will be a serious backward step for the school systems of the Nation.

It is essential, therefore, that the present Congress extend the provision for funding compensatory education programs for the Nation's schools.

Now, Mr. Chairman, my statement goes on to deal with some of the aspects of our experience with compensatory education. In the years since we began the programs in 1965, this has been a developmental experience for us, so that we feel that we are in a much stronger situation today than, of course, we were when we began in 1965. I am not going to try to cover those points; they are in the statement there, the fact that we have moved our programs along, that we have concentrated them in accordance with the Federal guidelines for them, simply because there was not enough money to cover all of the deprived youngsters and programs for them in our school system.

We are serving presently, with our various compensatory programs, about 9,600 youngsters, deprived students. We estimate this 9,600 to be out of 60,000 disadvantaged children and youth in this country. I am speaking now of our county school system. At no time in the history of this program has it been possible for us to serve all of the students in our county who would be eligible. And this, of course, is one reason, a very pointed reason, for the need for an increase in the level of authorization for funding.

Now, other things: we have concentrated our programs at the elmentary level once again, not because we think that that should be the exclusive focus of these programs, although we do think it is a very primary focus for them, but because of the limitation of funding and because we do think it is of primary importance to get at basic skills of the deprived youngsters very early in their educational experience.

Now, in terms of our experience with the program and the outcome of it, we have an extended testing program here and we have an extended analysis of that testing. We cannot say at this point that we can show that the academic test scores of these youngsters have increased as a result of these programs. We do think that some of the program developments that we have under way at the present time will produce that result.

In those developments in our title I programs, which are concentrated at the early elementary grades and in the reading and mathematics areas, we are using what we term a systems approach to basic skills instruction, and this approach is projected to produce improved academic performance.

However, I can state without hesitation, that the additional funds we have had through this program that are going into our schools have assisted our staff in working with these students. And while we do not have the specific evidence on test scores, we do have other types of evidence. And most important is the improvement and the great boost to the morale and the motivation of the staff members who work with the students in our title I programs.

Now, let me turn quickly to the particular question you asked with reference to revenue sharing. I will have to deal with this as a general concept because the specific proposal, which I believe is H.R. 5823, was only very recently placed before the Congress and, of course, is not available to us. What we have is what we know from the news media, what we receive in the news media.

In terms of the general concept, there are aspects of revenue sharing that are viewed favorably by our school board and by the administration. We do like a number of the general ideas that have been talked about in connection with the concept of revenue sharing, although we don't see them as having to be essentially tied to just that kind of an approach.

I think that these are the usual sort of concepts that you would find the local school administrators and the local school boards talking about. We would like to see some of the bureaucracy cut out of the program, we would like to cut out some of the bureaucracy of some of our own programs, Mr. Chairman. And we would like to see this in Federal programs, we would like to see some simplification of the application, the accounting and the reporting procedures there. And that is one of the things that has been talked about with reference to revenue sharing, and we approve those general concepts of that type.

Chairman Perkins. They have already proposed the guidelines and they appear to be as numerous and complicated as they are presently.

Dr. Whigham. Now, with reference to what we understand of the specifics of the revenue-sharing proposal that has been placed before the Congress, we do have some very serious questions. Of course, obviously, the most serious one is that apparently revenue sharing results in a reduction in Federal funding. I can go into other questions we are concerned about, the channeling of those programs, what may happen in the diversion of funds at various levels, particularly at the State level. As present, we have a very fine relationship with our State Department of Education, but when you open those programs, the various kinds of public policy interests, if I may use that kind of term, or political pressure, if you prefer, then you can get movement in the allocations of those funds. We would view with very serious concern, and this includes the current revenue-sharing proposal, any move that reduces the amount of funding that is available. That is a very serious concern.

Now, in reference to H.R. 69, after we have discussed this, and as our board discussed this, this week, it is our conclusion that that is the legislation that offers the best course of action at the current time before the Congress. And there are a number of reasons. While it makes some changes, it continues the general direction and approach of the title I funding. We like the idea of the 5-year authorization which contributes to the stability of these programs. We like the idea of the specific appropriations which cannot be diverted to other purposes, and other aspects of that particular legislation.

So, to repeat myself here, the conclusion of the school board and myself, as we discussed this subject this week, was that we favor the approach to title I funding that is set forth in H.R. 69 as we know it, based on the material we have which includes an analysis of that bill.

Now, in respect to other title I proposals that are currently before the Congress, I would say that we have briefly reviewed the approach that is in the proposal of H.R. 5163, which is the proposal by Congressman Quie, and we would prefer the approach of H.R. 69 over that particular program.

Now, if I can move on from the current legislation proposals and just make some general comments which, I am sure, are the kind that you would expect again from a superintendent and local school board, which will illustrate some of the problems not only with title I funding but with other Federal funding of school programs in the local school system as well. Obviously, we think the level of funding should be increased to the point that there is adequate program coverage for all qualified youngsters, that is, youngsters who are economically deprived. We think that the period of legislative authorization should be sufficient to assure program stability. The start-and-stop approach gives us much trouble, but in addition to the administrative problems it creates, it in effect defeats the program when you have that.

We feel very strongly that the appropriation should be made at least 1 year in advance of the year in which the funds are being expended so that there can be sufficient leadtime for planning, staffiing, resource procurement, adjustments in programs which we desire to make on the basis of our experience and evaluation of our own local effort here. We have had some problem with this program and with other Federal funding, particularly title I funding, as we have moved through the desegregation of our schools. The problem here is that the current guidelines and the limited funding requires certain concentrations of numbers of students before schools are eligible. When we pair schools and group schools in desegregation, we reduce that percentage of concentration of deprived students and move those students out of an eligible category at the very time when support for their program is very critical.

One other question we would raise, as a question——

Mr. ASHBROOK. Would that seem to give some substance to the argument of Mr. Quie regarding maybe testing the students regardless of where they are? Concentrated or otherwise, it would be a good way to identify and keep them in this program you are talking about.

Dr. WHIGHAM. In that sense, it would give some substance, but of course, the real answer to that question is full funding. Because even if you use the testing approach and you don't have full funding, you are not going to cover all of the students. But it would, in the sense you mention, give some substance to it.

We would raise the question of the relationship between title I funding and ESAA, the Emergency School Aid Act there, and raise the particular question, as we do in our written statement, of whether the provision of funds for the emergency school assistance purposes might not be incorporated into title I.

We, of course, are not in a position to propose how that might be done legislatively, although we would have some ideas about that. We do feel that if we do not have full funding under this program, full funding in the sense of adequate funding to permit program coverage of all eligible students, that there should be greater discretion for local school systems to deal with their certain kinds of problems that have grown out of our efforts to desegregate the schools.

We feel also, that some of the approaches or concepts in revenue sharing might very well be applied even within a framework of categorical grants. Again, we are not prepared to spell out how this might be done, but to suggest, for example, that a combining of the application, reporting, accounting procedures for various Federal programs, by combining those we might simplify some of the procedures not only for title I, but for other programs.

With that, Mr. Chairman, let me stop the formal comments that I have. I would be happy to respond, or get my staff and parent who are here to help me respond, to questions which you might have. I say again, we appreciate the opportunity to appear before you.

Chairman **PERKINS**. That is an excellent speech, but are there any other prepared statements that you want to give before we submit you to questions?

Dr. **WHIGHAM**. I don't believe so, Mr. Chairman. I believe Mr. Greer, who is our director of special programs, and Mr. Lipkins have given their statements and we had the three prepared statements.

Chairman **PERKINS**. All right. Let me ask you this question, Dr. Whigham. To what extent are you presently taking care of your disadvantaged youngsters under title I funds?

Dr. **WHIGHAM**. You mean in the sense of the number that are included in our program?

Chairman **PERKINS**. Yes, sir.

Dr. **WHIGHAM**. At the present time, Mr. Chairman, we are covering about one-sixth of the youngsters in this county who we think would be qualified under the criteria as eligible economically deprived students.

Chairman **PERKINS**. Now we have got to write a formula in this bill in a few weeks to allocate the funds to the States. Under the 1960 census we used a low economic factor of $2,000 to determine an economically deprived child, which made sense back then. But because of the increase in per capita income in this country, because of inflation and the increased cost of living, that $2,000 low-income factor is far too low today. In order to receive a comparable figure, how high should the figure be today?

Dr. **WHIGHAM**. I really do not think that I am qualified to pass a definitive judgment on that. Obviously today, $2,000 is a vastly inadequate figure. I am aware of some of the discussions there and the discussion of the $4,000 figure, which I think would certainly be a more appropriate figure.

Chairman **PERKINS**. You think $4,000 would be a figure comparable to the 1960 figure?

Dr. **WHIGHAM**. Well, compared with 1960, I am dubious that $4,000 will buy what $2,000 would have bought in 1960, particularly in our particular area with the effects of inflation and other economic factors.

Chairman **PERKINS**. You are telling this committee that, with all the economic factors involved, you are doubtful that the $4,000 will buy today what $2,000 would have bought back then?

Dr. **WHIGHAM**. I would be very dubious that it would, Mr. Chairman.

Mr. **ASHBROOK**. Getting back to the point of locating these educationally deprived students, on the basis of your overall administration, can you indicate what percentage of the educationally deprived students are also economically deprived?

Dr. **WHIGHAM**. There is a very high correlation here.

Mr. **ASHBROOK**. Sixty, seventy, eighty percent? Just generally.

Dr. **WHIGHAM**. First we would have to get into a discussion of what we mean by educationally deprived, in that sense, what basis we are going to use for deciding that a youngster is educationally deprived.

However, if we are talking at least in very general terms, the youngster who is not achieving very well in school, there is a correlation between the two. But the term educationally deprived, what do we mean by this term?

Mr. ASHBROOK. Well, I think we have referred to it as learning or achieving below the norm of what might be the class norm.

Dr. WHIGHAM. And the data we have, Congressman Ashbrook, from our county indicates that there is a high correlation between the socioeconomic status of the neighborhood and the background of the youngster and his achievement and basic skills. There is a high correlation between these two.

Mr. ASHBROOK. By high, do you mean 55, 60, or 80 percent?

Dr. WHIGHAM. Let me ask our social superintendent for instruction, Dr. Leonard Britton, maybe he can give you a more specific actual correlation.

Leonard, what is the——

Dr. BRITTON. I don't know. I was wondering if you were going to try to pass it off here. Our Trend staff is here; they may have made that discovery.

Dr. WHIGHAM. No, I am thinking of our overall county test results and correlating the level of achievement with what we use as a socioeconomic index of the community from which the youngsters come to that school, and that correlation is considerable. I can't quote you the exact correlation figure, but it is high.

Mr. ASHBROOK. Another point, not advocating or asking the question for the purpose of getting your commitment or consolidation or any special revenue sharing, it is very obvious to most of us that with 120 programs ranging from major programs, like title I, to programs that might just be a clause in another bill, educators are faced with well over 120 different programs to which they may be entitled.

To what extent, as administrator, do you think your lot would be improved if there were some consolidation—I'm not talking about consolidation to reduce, I am talking about consolidation of paperwork and so forth.

Dr. WHIGHAM. Consolidation, per se, obviously, we would favor it, and if that consolidation gave us, reduced the time and man-hours required to actually handle the grant, we would favor it, as I have indicated. We would favor it also if we had some greater flexibility between the funds there.

Mr. ASHBROOK. That is what you were referring to in the next to the last paragraph of your statement where you want more discretion, you indicated particularly where there was not full funding?

Dr. WHIGHAM. Well, I meant that statement, Congressman, with specific reference to title I. I don't know how that might be done, I recognize the problems of it, but I just know that as we have moved through desegregation in this county, we have had some situations to arise where it was, we thought, very important, critical, to continue title I support in those schools.

But we couldn't, because when we pair the group schools, we reduce the concentration. But those comments were for title I.

Chairman PERKINS. Mr. Lehman.

Mr. LEHMAN. Just a couple of quick questions. Under the administration's better schools bill, the way I understand it, 30 percent of all the categories they have in there can be used in any manner they see fit.

Is that more or less the way they have that bill drawn up, Mr. Chairman?

Chairman PERKINS. That is correct.

Mr. LEHMAN. Under those conditions, could you foresee those particular funds becoming a part of a collective bargaining procedure for salaries and so forth, as some of the other revenue sharing programs to come, rather than going to the kinds of programs that we are now using? In other words, it could be a football sort of thing, or even become a part of the elected body in process.

Dr. WHIGHAM. Mr. Lehman, let me answer you this way. You have asked a question of some sensitivity to us for two reasons.

First, we are currently involved in collective bargaining, and second, we have a piece of legislation in the State legislature with reference to that particular matter.

If, with the discretionary factor, then our concern would be where, to what purpose the funds are diverted, and who is going to determine that. Now, obviously, we would be, at least we think we would be happier if we had that discretion. It's a question of where in this structure is the decisionmaking, State level, national level, and so forth—who has the discretion? Whether that might get involved in this process the attempt to use those funds for salary increase purposes, I would have to think a little bit more about the structure and look at that with reference to the bill. It's possible that that migh be so.

Mr. LEHMAN. Well, not necessarily this system, but think about how throughout the whole country it would end up.

Second, I know you have these crisis centers here, and I was told, or heard, that in these crisis centers the number of students who came into them out of the title I programs were very much less in proportion than those who had not been processed through a title I program first: something happens to the students in the title I program that inadvertently or some way or another keeps them out of trouble. Is there any way that you could comment on that? You said that you can't always measure the results of a title I program.

Dr. WHIGHAM. Frankly, I could not say to you that I have specific data on that. My general impression is, that is probably correct, that where those youngsters are receiving special attention and special assistance, this tends to keep them from getting involved in that kind of activity.

Incidentially, we prefer to call those centers, centers for special instruction, even at the school level. Avoid the crisis idea, although there are crises sometimes connected with those incidents.

Those problems and those assignments involve largely secondary students. Our title I programs, while there are some secondary components, are largely elementary. And in terms of research back to show whether the incidence of this is higher or lower for youngsters who were once in title I programs, I don't have that data.

Chairman PERKINS. Doctor, I am sure you agree with me that title I's chief obstacle to more effective achievement is the inadequacy of the funding. Is that correct in your judgment?

Dr. WHIGHAM. Yes, it is. I think that the problems that accumulate with the youngster who has a restrictive background are not going to be corrected by the school quickly, so it takes a stable program over a considerable period of time to really adequately get at them.

But the other aspect of the problem, with respect to coverage, is the funding which would permit us to provide the supplementary services for all students who need it. By concentrating our program we have been able to build up, in the last year or two, the amount of funds we are targeting in on the limited number of students in title I to a significant level. We think it is going to make a significant difference. That is a long answer to your question, Congressman, the lack of funding is critical, or the inadequate funding.

Chairman PERKINS. Now there is considerable talk about general aid. I have supported that concept since I came to the Congress in 1949, but we were never able to make a breakthrough until we passed the Elementary and Secondary Education Act in 1965.

I know that you realize the difficulty in obtaining education funding in Washington presently. With this point of view in mind, do you feel we should take care of the poorest of the poor, which are presently serving under title I, before we undertake to go to general aid to education?

Dr. WHIGHAM. Well, let me place my reply within the framework of the specific needs for specific legislature. Of course I hope that we will have an adequately funded program and a program for all of the students in our schools, and their needs vary. But I would make this point, as I was trying to in the beginning here. That by enacting title I and putting substantial amounts of money, which hopefully will be increased, into the amount of compensatory education program, we focused attention in this Nation for the need for doing something for the very critical unmet needs of deprived youngsters, and I think that ought to continue to receive priority.

Now, in terms of the Federal funding picture. The whole question of adequate educational finance has received much study and needs to be looked at totally, the local, the State, and the national level. But in terms of a move toward general education or general aid at the Federal level, I would give priority in this to the funding and the continued focus of the need in this country to meet adequately the needs of the economically deprived student.

Chairman PERKINS. I have come to the conclusion from a strategic viewpoint that we have to keep title I separate from any general aid package in order to preserve the good work of title I and not let it get lost in the shuffle. But I do not want to explore a general Federal aid bill after we get title I extended for another 5 years and more adequately funded.

But I would just like to get your views now on where you think we should peg the expenditure for title I before proceeding with general Federal aid to education.

Dr. WHIGHAM. Well, I should concur with that general point of view with this observation. Of course, I do not have at my disposal the statistics concerning the need around the Nation. I do meet with the superintendents of the large school districts around the Nation. I would question whether $3 billion is an adequate figure.

Chairman PERKINS. The more I have thought about this, the more I feel you are correct. I introduced legislation setting forth the $3 billion figure, but after hearing testimony that you are only serving about 20 percent of the deprived children in some States, I think that we ought to do a better job for the poorest of the poor before we proceed in a different direction.

Dr. WHIGMAN. Could I add one more thing here, Congressman?

Chairman PERKINS. Yes, sir.

Dr. WHIGHAM. We use, all of us, this figure here of $300 per student. As a matter of fact, when I read back over my statement for a few minutes this morning, I noticed I was using it, too. There is no magic in that figure, it is not a categorical figure at all.

In some instances perhaps it can be done for less, but an adequate program on others it is going to cost more. So that is a factor in it, too.

I don't want to get our minds set on that $300 figure. It may be a benchmark for allocation, but in terms of what it is going to take to do an adequate program, $300 in an escalating school system impacted by inflation as are all other institutions, that enters into it, that is a factor plus the coverage of getting all the students who are economically deprived, particularly in facing the problems in our large urban school systems in this country.

While we are a metropolitan system, I do work with the urban school superintendents, and there are some massive educational problems, massive social problems in the cities of this Nation. And this leads me to the question, the adequacy of the $3 billion.

Chairman PERKINS. How do you feel about using AFDC statistics as a reliable measure or criteria for determining the eligibility of an economically disadvantaged child?

Dr. WHIGHAM. I would not have a meaningful opinion on that. I don't know whether Mr. Greer could assist me on that particular element.

Mr. GREER. Not on that, sir.

Dr. WHIGHAM. We have discussed some of the various bases for determining eligibility. We actually don't have available to us adequate data and analyses to really judge that.

Chairman PERKINS. There is a bill introduced by Mr. Quie that proposes to allocate the funds to the educationally deprived youngster on the basis of test scores. What is your reaction to that, Doctor?

Dr. WHIGHAM. Willing to consider, but we would not favor that approach at the present time. This converts the program over into a program for—and I believe the term is used—educationally deprived. I am concerned about doing that, although I recognize some of the points of Congressman Quie, for whom I have respect, are pertinent on this matter. But I would question that conversion for the purpose of this legislation. I would question, although I have seen his statements, that adequate instruments for doing this are available, I am questionable that that is correct.

Well, as I tried to study all the material I had on that particular proposal, there would be a good bit of overlap. It is correct, my general impression is that programs around the country, title I programs, have tended to move into the early years, largely of elementary schools, to concentrate on basic skills and instructions. So there would be a considerable overlap for the youngsters identified and the kinds of programs that would follow.

Now, I have questions about the testing procedure, also. That makes an automatic assumption that I think ought not to be made, and that is that the fact that the programs have tended to the early elementary grades and to concentrate on the basic skills and instructions, that that is all economically deprived youngsters need. It is not. There are needs of the economically deprived person that appear elsewhere in their school career. We have had to do that because of the level of funding and because we felt that getting at basic skills and instructions in the primary grades was the primary first essential task.

Do I make myself clear?

Chairman PERKINS. You do.

Dr. WHIGHAM. There are a couple of other aspects, if I may say, about that legislation that concern me.

I don't know whether you want to pursue that element of it. With, I'm sure, the best of intent, the legislature proposes to mandate so-called individualized approach to instruction and focus on reading and mathematics and, indeed, curerntly our programs contain that element, a heavy significance of it.

But I do not want to see that mandated from Washington, and I want us to be able to define what we mean by individualized instruction.

We are using a systems approach similar, I am sure, as the current one is describing. It is an approach which we think is going to prove effective, but it is an approach which we want to make the decision to use, and not one mandated. It is getting into curriculum implications which I think ought to stay out of legislation at the national level.

Chairman PERKINS. Do you feel that the administration's proposal that mandates 75 percent of the expenditures of title I funds be spent for reading and math is a mistake?

Dr. WHIGHAM. I believe it is a mistake to write it into the legislation.

I agree with the thrust of what is intended here, that at this point the development of the competency of these students in basic academic achievement is vital and basic important, but I would not like to see that written into legislation. We have arrived at those decisions in this school system. And I know from my own discussion with other school systems that that is a decision on our own. I am sure there will be times when we want to change directions and emphasis. I would not want to see that written into legislation.

Chairman PERKINS. It has been alleged that if we adopt the administration's proposal, the special revenue sharing package, we would have more flexibility and less guidelines. Would you have any comment on that?

Dr. WHIGHAM. Well, we are not satisfied from what information that we have that that conclusion is applicable to the present proposal.

Chairman PERKINS. Do you recall that Secretary Richardson, just shortly before he left the Office of the Secretary of Health, Education, and Welfare, made a statement that the States had a tendency to disobey Federal regulations and that he was going to see to it that we had strict regulations?

It is my feeling that these regulations have been prepared for some time. I asked Secretary Weinberger about this the other day, but he was very evasive on that point.

So, I am of the opinion that they have already prepared these guidelines and while we haven't seen any of them yet, I would guess that they are much more stringent than the present regulations.

Any further questioning?

Mr. ASHBROOK. Just one question on the line that you developed. Let me say that I am very impressed with your testimony. We are inclined from time to time to get witnesses who make a broad generalization or a broad stipulation which might not exactly be accurate, or very broad assumptions. I notice you have been very careful and cautious and, frankly, I appreciate somebody who is once in a while going to say they don't know. There is a lot more credibility in testimony of that type.

But, one point was raised. If there is, as you have indicated and the others have indicated, a close correlation between the economically disadvantaged and educationally disadvantaged youngsters, how can it possibly be said, then, that a testing system—which I don't necessarily advocate—would pull the rug out from underneath the programs that are geared to help the economically disadvantaged? I mean, it would be my assumption that whatever dragnet you are trying to bring them in, you would catch them one way or another.

Chairman PERKINS. Will the gentleman yield to me at that point. I did not make myself clear there. I meant that under the testing scores form of allocations, you would have to spread the money thinner, covering greater areas, and eliminate the poorest of the poor where we are presently concentrating the funds. That was my point.

Mr. ASHBROOK. Well, I guess I didn't make mine too clear, either. If the evidence indicates that 80 to 90 percent of these students are already found to be economically deprived, how would you miss the same 80 to 90 percent students in a properly administered testing program? I would assume you would catch them the same way, it would be just as logical with AFDC.

Dr. WHIGHAM. Mr. Congressman, may I respond to that?

Mr. ASHBROOK. Surely.

Dr. WHIGHAM. You indicated you had some question about the test procedures. I think perhaps that I would state that even stronger, that my feelings are apparently stronger than yours. However, to get at your particular point, why I am concerned, is this.

The essential concept of a testing procedure—and of course the testing is merely a means to an end—is to confine this program to basic skills instruction, since that is how you define educationally deprived students. Now, I believe I recall the statement by Congressman Quie noting the overlap and so forth, but you see, I don't want to confine the services that we can provide for economically deprived students to just basic skills instruction. That is why I prefer the approach of the economically deprived.

I recognize, also, that there are economically deprived youngsters who are doing very well in basic academic achievement. That was the statement I was trying to recall that I had seen by Congressman Quie. He then made that assumption, or the proposal made the assumption, let me say, that then those youngsters need no further assistance, and I do not think that that is a conclusion that I want to reach. I think that to get a fully adequate opportunity, there are other kinds of services that those students do need, even that proportion of the so-called economically deprived youngsters who, in fact, have acceptable standards of academic performance or test achievement.

This was the basis of my statement.

Mr. **Ashbrook.** Well, as I understand Mr. Quie's concern, it is more to detect the students, not to indicate after they are detected what should be done or what services or what limitations. I think it is more finding where they are, and then giving the tools to the educators. It's not limited just to some basic skill, but more one of finding them.

Dr. **Whigham.** That is not my understanding of his proposal, that the purpose of that procedure is solely an identification procedure. Because, to get at your logic, that if you could identify those youngsters that were in the low levels of academic achievement, you would have thereby identified a substantial proposition of the economically deprived youngsters.

That is correct, but it not my understanding of that particular proposed piece of legislation that it stops there. Indeed, my understanding is that it goes way beyond that in that it defines the services to be offered to basic skills instructions and, indeed, prescribes that this has to be done—and I am sure I am not quoting correctly, but I think my idea is right—an individuaized system of instruction and so forth, so that the proposal does go well beyond.

Chairman **Perkins.** Mr. Lehman?

Dr. **Whigham.** Mr. Chairman, could I add one thing here?

Chairman **Perkins.** Yes, you go ahead.

Dr. **Whigham.** In my statement I refer to our Project Trend Advisory Committee and its composition. We have a title I citizens advisory committee. We also have a Project Trend advisory committee looking totally, linking totally all the efforts we have in compensatory education. They have been a great assistance to us. It has been possible to finance that kind of effort. The function of this committee, Mr. Greer could give it in more specific wording, is to assist us in analyzing and looking at, assessing and setting the direction and coordinating all of our compensatory efforts, wherever the source of funding. It has been possible to fund the project trend activities under title I. I understand for some reason, from Mr. Greer, that that will not be continued, and I think that that is to be regretted. I think that has been an important and significant activity for us, one which has not required a considerable amount of money, and we do need a citizen group taking the broader look rather than just one program.

Chairman **Perkins.** I agree.

Mr. **Lehman.** I just want to make one comment, if it hasn't been made already about the test scores and the criteria of the—what is the name of it?

Dr. **Whigham.** Norm referenced and criteria referenced tests.

Mr. **Lehman.** Criteria and norm reference tests. To me, it is unhealthy when the worse the students do, the more money the school districts gets. To me, it is putting the carrot in back of the horse instead of in front of the horse. And I know that in the school system they are dedicated, but when you put the whole presumption that the more kids who have low test scores, the more money that school district is going to get, to me it doesn't base the validity of Federal aid on the same kind of foundation that you do when you base it on a socioeconomic factor.

Dr. **Whigham.** Mr. Chairman, and members of the committee, that idea bothers me, too, Mr. Lehman. It almost seems un-American. However, let me say this, that you have to look at it from another point of view.

If continued over a long period of time and if, in fact, this became a way of subsidizing inadequate effort on the part of a staff, then it is wrong. But, on the other hand, the problem of working with economic deprived children in many of the areas where staff members have to work with them, problems for the staff, for the youngsters, for the parents, for the whole community is a tremendous challenge, and, as I go into our schools in those areas and see staff members really working their hearts and souls out, then this principle fades in prospective and the thing of putting adequate money in there, because that is not an easy job. It is not going to be done in a quick period, a year or two, we are not going to wipe those things out. And while the matter you mentioned of continuing to put money into adequate achievements, as a general principle, bothers me. It does not bother me when I get in this specific situation or, to say it another way, you continue to do it as long as you think that an adequate effort is being made there to do something about the problem.

Chairman PERKINS. Let me make one observation, Mr. Superintendent. I have spent perhaps less time in Florida than any Representative in the U.S. Congress. I was never down here until about 3 years ago, but our coming here, to my way of thinking, and listening to your constituents and your witnesses, has been a great contribution to the House Committee on Education and Labor.

We are going to do our darndest to see that you not only have a better school system here in Dade County, but that we have a better school system throughout the United States. I am indeed grateful for the great support that you have given to the committee. I do hope all of the Members of Congress will read the testimony of you and your panel. You have been most helpful, and I do want to state that it will not be my last visit to this great city. I will be coming back. And, when you're in Washington, feel free to drop by and see us.

Dr. WHIGHAM. Thank you very much, Congressman, and thank you for coming to Miami.

Chairman PERKINS. Mr. Ashbrook, do you have anything further to say?

Mr. ASHBROOK. No, thank you, Mr. Chairman.

Chairman PERKINS. The meeting is adjourned, subject to the call of the Chair.

[Whereupon the proceedings were concluded.]

[The following articles were submitted for the record:]

STATEMENT OF ADA MERRITT JUNIOR COMMUNITY SCHOOL, MIAMI, FLA.

Ada Merritt Junior Community School is in favor of Title I (ESEA) Funds for our school based on the fact that 93% of our total student body comes to school severely limited in the basic curriculum skills. About 85% of our students, in addition to being academically disadvantaged, are also economically disadvantaged.

Our school has a tri-cultural ratio of 55% Spanish-speaking, 40% black American, and 5% white American pupils. Title I funds have permitted a small percentage of these students to improve tremendously in their basic curriculum skills and to a degree, their personal relationships and aspirations. However, out of 1200 of our students, we are only able to serve 12% of these students.

We realize that academic achievement in basic skills is essential, however, we cannot overlook personal relationships. We feel strongly that Title I funds should be increased to provide for a "catching up" with himself, for each child with this need. If children are to become worthwhile, self-supporting and independent adults, we must begin *yesterday* to provide for their needs *today*.

Title I funds are helping us to hire additional instructional staff members who are extending learning beyond the regular school program. This provides for a realistic individualized curriculum.

We, the students, parents, and teachers agree that monies should be allocated under ESEA for such a program because we have students who qualify for Federal assistance. This includes welfare, food stamps, and low cost housing; therefore, we find it necessary at some time during a student's school experiences to provide him with special programs for the disadvantaged child. This will enable a student to get a start somewhere in school and, hopefully, have success in a learning experience. Title I offers to students an individualized approach to learning, a well planned curriculum to meet individual skills, an opportunity to share in small groups feelings and responsibilities. Field trips provide students with experiences that assist in developing the whole child. Without these experiences, some children would never learn much about the community in which he lives.

Students of Title I are especially excited about the program because it is different from the regular class procedure. Students are given a pre-test as they enter the program and are made aware of their difficulties upon entrance. Students are then placed in the program and receive help in work in which they can realize success, rather than requiring tasks too difficult to perform.

If a student's daily score is 60% correct, he receives praise from the teacher and is then taught individually. never allowing other students to know his inadequacies. What more can we ask for? Can we use some of our "Defense Funds" to "Defend" our students who are educationally deprived?

Statement of Phylis Tannen, Project Manager P.L.A.D.—South Central Area, Dade County Public Schools

This year in the South Central Area of the Dade County School District 3,025 elementary school students are being served by the Primary Language Arts Development Project of Title I. These students attend 18 schools and are served by 91 teacher aides, 18 teachers, and 1 psychologist, in addition to the regularly allocated school staff. This supplementary personnel, utilizing specially selected curriculum materials and related resources, have a tremendous impact on the programs available to identified students.

Parents, teachers, school principals, and students testify to the contribution Title I funds have made. Parents react positively to school programs in which they are involved as participants, volunteers or advisors. They welcome the increased interest and success of their youngsters in programs designed specifically for them. Students from kindergarten through high school respond enthusiastically to staff which has time to attend to individual needs, to materials which are stimulating, appropriate and abundant, to an atmosphere which assumes that the student is a competent, worthwhile individual who can be successful in school. Teachers welcome the opportunity to learn new techniques, implement innovative programs, share in the satisfaction of seeing students grow in motivation and in skill. Teacher aides, drawn primarily from the communities being served by Title I, make a notable contribution to student development and themselves become more proficient and grow professionally through both formal and informal inservice activities. School principals utilize Title I resources to implement new educational models for identified students and provide professional growth activities for project personnel. They find that ideas which have proved themselves in Title I classes are adopted or adapted by other teachers, thereby improving the total school program. This spinoff from Title I programs is felt not only in staff development but in staff utilization, curriculum, and parent involvement.

Recognizing as we do the positive outcomes of Title I, we also recognize some related problems. Two of these are of primary importance. One relates to students *not* served; the other to implementing the program for those fortunate enough to be included. In regard to pupils not served in our area, many more than the present participants are eligible for, need, and could benefit from the additional services Title I provides. It is hard to explain to a concerned parent why one child is included and his child, equally deserving, is not.

The second problem relates to program development and operation. Annual funding results in some uncertainty and lack of program continuity. It is something we have learned to live with, but better program development would be possible if schools could plan for a two or three year period. Programs also suffer when approval is received late in the summer. Personnel who are to be hired for the program have to live with the uncertainty of not knowing whether or not the positions will indeed be available, and most important, late funding means that essential curriculum materials cannot be ordered in time to be on hand when school opens and this may delay the full operation of the program for many weeks.

Parents and faculty alike observe that disadvantaged students are achieving more by virtue of the extra attention and special programming made possible through Title I. The daily school experiences of the disadvantaged child are especially important—success or lack of it affects the way he feels about himself. It affects his behavior, his motivation, and how he utilizes the opportunities available to him while he is in school. Programs made possible by Title I funds have a direct and positive impact on these day-to-day school experiences. They foster competence, confidence, and success.

STATEMENT OF SISTER MARIE INFANTA GONZALES, O.S.P., ASSISTANT SUPERINTENDENT, ARCHDIOCESE OF MIAMI

In our Title I Program an heroic effort of special emphasis for special problems and their solutions has been made.

We realize that our children who are employed are deprived of many joys, conveniences and necessary tools which will enable them to adapt to their environment, perceive reality accurately, stand on their own two feet, learn, and experience a feeling of well-being. The child learns from others who he is and what his life's chances are in terms of his family, class and group identification.

We also know that ego-shattering experiences in young childhood can produce tremendously serious and permanent individual harm. Broken lives, human pain and suffering, riots, violence and numerous other social deficits constitute the price we pay.

In our eight Title I schools in Dade County, we have children who are subsidized by the Archdiocese. If they were not in our schools, they would be enrolled in the nearby Title I schools of the Board of Public Instruction. Since our schools do not receive state aid, we would be unable to give the types of basic experiences our identified Title I children need. Hence we realize the value of this excellent program. Presently, our main concern is what will happen to non-public school involvement if Title I is funded through Revenue Sharing.

Of significant note is the fact that our rapport with the local office of special programs has been great. Working with Mr. T. S. Greer and his staff has been a most pleasant experience. Here we have a fine group of people dedicated to children and their needs.

During the upcoming program year it is our hope that all will exert every effort possible to insure that the children served will receive the best program possible. Further financial constraints in program operation would spell disaster.

DUNBAR ELEMENTARY SCHOOL,
Miami, Fla., April 6, 1973.

COMMITTEE ON EDUCATION AND LABOR,
GENERAL SUBCOMMITTEE ON EDUCATION,
Washington, D.C.

GENTLEMEN: Living in a society where we attribute much of the poverty, crime and apathy to the lack of education, we can never relent in an attempt to eliminate these problems with programs such as Title I. We also realize that the lack of education to a great degree stems from discrimination, and segregation of minority groups within our society.

Our government has taken some positive steps to eliminate these injustices through such programs as Title I. This program and some others have given hope to the underprivileged in our county. This concern has brought about a degree of calm to a once very disturbed segment of our society, and now the idea of cutting back rather than expanding is asinine and unthinkable.

It takes more time and money to care for an underprivileged child. Title I provides this difference in service. It provides teacher aides which give a more equitable teacher pupil ratio. This gives the teacher more time to do quality teaching. Teacher aides are inspired to become professional teachers after working with teachers. We have had eight para-professionals to become professionals over a short period of time.

The Reading Laboratory provides for fifty-five pupils daily. Pupils are taught independence, moving step by step from activity to activity to develop skills in reading. They are exposed to the latest equipment and learning devices under the tutorship of a reading specialists. This program provides instruments for diagnosing the pupil's weaknesses in every phase of reading. The child works in his area of weakness and not on something he knows. The program provides for an individual sequence to fit his needs. In a school such as ours, the number of pupils should be increased from fifty-five to at least three hundred and fifty pupils daily. We have noted tremendous improvement in the area of self direction toward a set goal. More pupils should have the opportunity for this high intensity experience.

I hope the Congress will consider the benefits derived from this program for the underprivileged. There are many prerequisites to learning which underprivileged children do not get from the home, consequently, the school is burdened with the responsibility of providing these needs in addition to meeting its regular educational goals. The title I program enables us to accomplish these prerequisites through field trips, first hand concrete experiences, etc.

Respectfully submitted.

NELSON L. ADAMS, *Principal.*

DALLAS COUNTY BOARD OF EDUCATION,
Selma, Ala., April 5, 1973.

CONGRESSMAN CARL PERKINS,
General Subcommittee on Education,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: Enclosed is a brief analysis of the Dallas County, Alabama School System indicating the effect of the Title I, ESEA Program.

We feel that the test results of our Title I, ESEA speak for themselves. In keeping with these results, we have three positive recommendations to the Congress of the U. S. relative to this program. (see enclosure)

Sincerely,

FRANK EARNEST, Jr.,
Superintendent.

Enclosure

ANALYSIS OF DALLAS COUNTY SCHOOL SYSTEM, SELMA, ALA.

Type of School System—Rural.

Number of students enrolled—7,300.

Percent of pupils from low income families—63.44 percent.

Number of pupils participating in ESEA Title I Activities—Elementary (Grades 1–6) 3335, Secondary (Grades 7–9) 950, Total, 4285

The facts given above indicate that a large percentage of the pupils now enrolled in the Dallas CountySchool System come from families which fall into the low income bracket. The low income level of these families has had a major influence upon the educational level of children from these families. We have found that the home environment, has in many cases, caused pupils to have a negative attitude toward school. Under conditions prior to ESEA Title I, these pupils were placed in regular classrooms. In these regular classrooms, they were called upon to compete with thirty to thirty-five other children. Under these conditions, they were usually failures, who fell farther and farther behind. As they grew older and fell farther behind a large percentage of them became dropouts. ESEA Title I has provided small group instruction, with emphasis on individual needs. We are now seeing the results of this program in greater achievement and less dropouts. Without ESEA Title I or other federal aid these students would have to be placed back in regular classrooms of thirty to thirty-five students.

Analysis of Achievement in ESEA Title I Program

Test results prior to ESEA Title I indicate, that pupils who were placed in ESEA Title I instructional activities were achieving at the rate of from three to five months per year while competing in the regular classroom activities. Test results from ESEA FY-72 indicate that the same children, when placed in special instructional activities provided by ESEA Title I, achieved at the rate of seven to nine month per school year. Additional progress was shown by those students who participated in summer sessions. The attendance records of these pupils indicate that a large percentage of them are now regular in attendance. The number of dropouts among ESEA Title I pupils has been drastically decreased.

Explanation of Current ESEA Title I Activities

I. INSTRUCTIONAL ACTIVITIES

A. Reading

Programs designed for students who are currently reading below that level which is considered to be the national average for children of their age and grade level. Major emphasis is placed on this instructional area.

B. Mathematics

Programs designed for students who are currently functioning below the national average for age and grade in computation skills in mathematics. This is the second area of concentration.

C. Natural science

Programs designed for students who are currently functioning below the national average for age and grade in the natural sciences.

D. Social studies

Programs designed for students who are currently functioning below the national average for age and grade in the Social Studies.

E. Speech therapy

Programs designed to aid students who have speech problems to overcome these limitations.

II. SUPPORTATIVE SERVICES

A. Guidance and testing

A service designed to help place children in ESEA Title I activities and to evaluate the progress being made by children enrolled in the program.

B. Attendance services

Services designed to spot Title I children who are irregular in attendance and to find and eliminate these problems.

C. Medical health

Services designed to spot Title I children who have health problems which hinder their attendance and learning and help these children overcome these problems.

Explanation of Current Expenditure for ESEA Title I

Of the FY-73 ESEA Title I Allocation, 67.3% of the total allocation is being spent for instructional salaries. An additional 8.6% of the total alocation is being spent for materials and supplies which are used in ESEA Title I classrooms. One and five tenths percent (1.5%) of the total allocation was spent for equipment for reading instruction. Thetotal of these three gives 77.4% of the total allocation which is spent directly for instructional activities. The acivities for which this was spent are: Reading, Mathematics, Natural Science, Social Studies and Speech Therapy.

These instructional activities were supported by Supportive Services in testing and evaluation, medical health and attendance services. An additional 3% of the total budget was spent for these Supportive Services.

In addition to the above, 11.2% of the total allocation was spent for fixed charges which included matching payments for Social Security and teacher retirement for personnel employment by the ESEA Title I program.

All of the above (91.6% of the total allocation) was directly or indirectly spent for activities or services which would directly benefit students enrolled in ESEA Title I project activities. The remaining 8.4 percent was spent for administration of the program, indirect cost payments to Dallas County Schools, operation of plant, and maintenance of plant.

Recommendations concerning ESEA title I

(1) That ESEA Title I be continued in a form similar to the present.

(2) That the formula for distribution of funds be based on level of income but that provision be made for a sliding scale. This scale would provide for children who come from large families. A scale similar to that used by the USDA School Lunch Program would better meet the needs of low income areas.

(3) That any substitute program provided consider the great need of these children and their basic right to the type of education needed to make them productive citizens of our country.

GULF COAST UNISERV,
Niceville, Fla., April 5, 1973.

To: House Education and Labor Committee.
From: Gene Stafford.

GENTLEMEN: I speak in support of H.R. 69 and the extension of ESEA and Impact Aid for West Florida counties: Santa Rosa, Okaloosa and Walton. The lives and education of 46,276 school children presently in our area will be affected by the decisions coming out of these hearings.

Based on the funding for the fiscal year, 1972–73, the losses to these three counties would be in the following amounts: Walton County—$354,049.00; Santa Rosa, $478,246.00; and Okaloosa County, $2,751,030.00.

As can readily be seen, Okaloosa is the largest receiver of these particular funds, and therefore, stands to be the largest loser should they be discontinued or cut. Here, we are speaking in terms of the education of 26,500 children. Okaloosa's share of the impact funds represents 14.5 per cent of its schools' operating budget. If these monies should not be available for the fiscal year 1973–74, Okaloosa schools face personnel and other reductions in the following budget categories:

Instructional and staff positions—221	$1,815,000
Teacher aides and secretarial—70 positions	240,000
Teaching equipment and supplies	200,000
Custodial positions—40	156,000
Maintenance—20 positions	84,000
Maintenance supplies	75,000
Transportation, food service and health	50,000
Administration—10 positions	84,000
Matching retirement funds	44,000

This reduction would place serious restrictions on the quality of education for Okaloosa County children. Of Okaloosa's total budget, less than $3,000,000 is generated by local revenue—10 mills being the maximum tax allowable under the Florida law, with assessment already at 100%. Fifty-seven percent of Okaloosa's land area is owned by the Federal government and is, therefore, not taxable property—but part of Eglin Air Force Base's gigantic complex.

Okaloosa has only $600 annually per child to spend for education under the present budget. Loss of impact monies would decrease this already-low figure to $516 per child. Okaloosa is proud of its fully-accredited school system, but this 100% accredited system could go from one of the finest systems in the entire nation, to one of the poorest.

On the other hand, continuation of the monies would mean that Okaloosa, along with Santa Rosa and Walton counties, could further improve programs in the areas of: smaller pupil-teacher ratios; increased teacher salaries and initiation of acceptable programs for accelerated youth.

Increases in classroom population in Florida's Panhandle have been unprecedented since 1965, and buildings are often inadequate to handle the growth before they are completed. Predictions for the immediate future give no indication of loss of population, but continued geometrical increase, many of these students drawn to the area because of their past or present connection to the military programs here.

It is our request that you take the plight of these several thousand children into consideration as you weigh the heavy decisions placed before you.

Respectfully submitted,

EUGENE R. STAFFORD,
Executive Director.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

MONDAY, APRIL 9, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:45 a.m., pursuant to recess, in room 2257, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Quie, Dellenback, and Towell.

Staff members present: John F. Jennings, majority counsel; and Christopher Cross, minority legislative associate, and Eydie Gaskins, special assistant.

Chairman Perkins. Dr. Parnell, you may come around.

Mr. Dellenback. Mr. Chairman, is it in order that I introduce him with a brief statement?

Chairman Perkins. Absolutely, let me first state, Dr. Parnell, it is a great pleasure for me to welcome you here and then I will have something to say after Mr. Dellenback introduces you.

Mr. Dellenback. Mr. Chairman, for the benefit of those who are in the audience this morning, let me say that Dr. Parnell is to my mind as fine an educator as I know. He is the Oregon State Superintendent of Public Instruction. We have known each other for a good many years before he assumed that position in our State and I have watched him march up the line in various positions of education. He is not someone who has suddenly arrived at this position in our State. He is one who has served as a teacher, who has served at the local level of administration, who has served in a community college as its president, and who has become the State superintendent of instruction. He has done an exceptionally fine job in Oregon, in my opinion, and from comments from around the Nation from others who know him, he is held in as high regard there almost as he is in his own State. I think this is a fine move on the part of the subcommittee to have Dr. Parnell here. I am sure the testimony he will be giving the subcommittee and the committee will be well worth listening to. I personally am delighted to have our superintendent and my friend, Dale Parnell, here this morning.

Chairman Perkins. Let me concur in these remarks, Dr. Parnell. I know that you are one of the outstanding educators in the country. People have different viewpoints about the way to accomplish the best results. I know that you will make a contribution in our hearings. I am delighted that you are here with us this morning. You have a prepared statement and without objection your statement will be inserted in the record and you may proceed in any manner that you prefer.

[Dr. Parnell's prepared statement follows:]

PREPARED STATEMENT OF DR. DALE PARNELL, OREGON STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

Mr. Chairman, Ladies and Gentlemen of the Committee, and Distinguished Guests, this opportunity to comment upon H.R. 5163 at the invitation of your Chairman is much appreciated. I am happy to explain my reasons for strongly supporting these amendments to Title I of the Elementary and Secondary Education Act of 1965. My remarks are based upon my experiences and observations as a father of five, a first grade teacher, teacher and administrator at other levels, community college president, state superintendent, and chairman of the Natonal Advisory Council on Equality of Educational Opportunity. (I should note that I am not speaking on behalf of the Council, but in my capacity as an individual who was recently appointed chairman of the Council.)

The introduction to Congressman Quie's bill has a self-contained rationale for supporting this measure; it really says it all: H.R. 5163 would "provide for a more concerted and *individualized* attack on educational disadvantage based upon *assessments* of educational proficiency." (Emphasis mine.)

This bill would do for educational problems what penicillin does for medical problems: it would strike directly at the source of the infection of nonachievement in the specific and absolutely crucial areas of reading and mathematics. The original Title I of ESEA was more similar to aspirin in its approach to student nonachievement. It diffused medicine in terms of doses of dollars about the same unspecific way in which aspirin "works"—sometimes it gets to the source of the pain and sometimes it doesn't, and nobody really knows why or how.

No one underrates the value of aspirin, and in no way am I underestimating the value of Title I, ESEA, as it has developed over the past 18 years. However, I want to state at the outset that I believe this nation now has reached the point when penicillin is indicated in the form of H.R. 5163.

Title I monies have brought about some noteworthy, even startling, improvements in public and private schools. The record shows that students did make grade level gains in reading and language arts in many projects. Varying degrees of success in improving student self-concepts and attitudes toward learning are reported. Title I staff can cite case history after case history of individual students who have moved from stagnant educational backwaters to clear streams of academic success. One spectacular success story in our own state involves a Title I remedial reading program in a big-city high school wherein students who were entering high school with fourth-grade reading ability in September gained four years in six weeks. For many this is the first academic success of their lives and has changed their whole attitude toward schooling. According to a University of Oregon expert[1] who has visited 200 programs in the United States, Europe, and other parts of the world, this one at Roosevelt High School in Portland is "the only successful high school remedial reading program I have seen." The rarity of such successful programs is in itself an indictment of the educational system's tolerance for nonachievement in the lower grades followed by frequent inability to remediate the problems in the upper grades. Remediation is the consequence of prior failure; instruction should be preventive so remediation as a technique is not needed. H.R. 5263 provides the tools for both prevention and remediation, as I will show later on in this discussion.

Besides the individual student benefits derived from Title I projects (whose value in human terms is incalculable), we can cite some other benefits that have accrued to the educational system as a whole. Through use of ESEA funds there have been noticeable changes for the better in teaching practices within many schools in our state. Programs, techniques, materials, and staffing patterns which had been developed in Title I projects have been adapted or adopted by the school districts. These changes include more individualized instruction, diagnosis and prescriptive teaching, experience approach to learning, use of teacher aides and other paraprofessionals, and additional curricular activities. Therefore, we salute the imaginative pioneers in Congress, in education, and among the American public who created and supported the Elementary and Secondary Education Act and all its ramifications. But, granting the gratifying improvements Title I has brought about, let us now discuss the logical next step: the further improvements that H.R. 5163 promises to bring about.

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[1] Dr. Barbara Bateman, University of Oregon Department of Special Education, quoted in *The Oregonian*, Portland, March 13, 1972.

One of the important things we have learned from our experience with Title I programs and compensatory education generally is that the scatter-gun approach to complex problems is not enough. This approach was taken because the performance objectives were fuzzy and, therefore, the results were fuzzy. Congress never really gave clear signals as to what was expected. A Boy Scout in the woods knows where he's headed. If he doesn't, he's lost. Accountability was not built into the Elementary and Secondary Education Act to the degree possible.

What is accountability? Accountability, in education is, among other things, an attempt to build responsibility into the system so that it cannot be avoided. It means that educators should be answerable to parents for how effectively their children are being taught and answerable to taxpayers for how usefully their money is being spent. It means an end to passing the buck. Some educators fear that accountability simply means pressure for more effort on everybody's part to produce results—heavier workloads, tighter controls, and the like. Actually accountability means working smarter, not harder. How do we mobilize resources for most effective use? How do we reorder priorities to focus what we have on the big problems? How do we pick the right problems so that we don't go rushing off to costly solutions or gimmicks that don't really fit the problem? Most of the pitfalls center on the misunderstanding and misapplication of measurement and evaluation. This can be avoided by carefully matching the available measurement tools to the objective desired. Measurement is the handmaiden of instruction. Without measurement there cannot be evaluation. Without evaluation there cannot be feedback. Without feedback there cannot be good knowledge of results. Without knowledge of results there cannot be systematic improvement in learning. To make schools accountable, educators must determine not only to whom they are accountable, but for what they are accountable. It is easy to determine to whom schools are accountable: students, parents, taxpayers, the community, local, state, and federal governments. It is somewhat more difficult to determine exactly for what schools are accountable, and still more difficult to determine whether they are succeeding.

This is one reason why I support H.R. 5163. This bill enables Congress to give clear signals to educators as to those areas for which schools will be held accountable. It will require us to zero-in on some specific targets. It has built-in provisions for measurement, evaluation, feedback, and improvement in learning—all factors that make accountability possible.

A most significant requirement in H.R. 5163 is testing of children between the ages of five and seventeen, in a scientifically valid cross-section of the school-age population, to measure their performance in reading and mathematics in terms of specific criteria. This is the measurement necessary to diagnosis. I look forward with great anticipation to the hard facts, heretofore only guessed at, which such measurement will produce and which we must have before we can be held accountable for needed improvements in the teaching-learning business. The National Assessment of Educational Progress now is involved in the first large-scale effort to develop a whole series of criterion-based test items of individual knowledge. I am sure that passage of H.R. 5163 will stimulate great progress in the whole field of criterion-referenced testing. This will enable us to get away from the old IQ stereotypes rightfully resented by many groups in our population. I would caution that the kinds of criteria used in the testing will be of utmost importance; the success of the whole concept of H.R. 5163 hinges on this. Perhaps this bill could be strengthened by requiring each state to include in the state level implementation plan an outline of evaluation procedures. The U.S. Office of Education or the National Commission on Educational Disadvantage should also be required to provide technical assistance to the states in developing appropriate evaluation instruments and procedures. In evaluation of programs, as in testing of individual achievement, the state of the art may not be completely refined but that is little reason, in my opinion, to do nothing. Surely, if we had taken the negative ("it can't be done") approach to space exploration we would still be shoveling sand on Cape Kennedy. Now, to get to the moon we had clear signals and we put our national resources behind the effort. The same can be done to remedy educational deprivation.

I particularly want to commend the authors of this bill for Part C, Section 131(4) requiring an individual diagnosis for each student and an individualized written plan including goals and objectives. Let me tell you why I am so enthusiastic about measurement and diagnosis as early as possible in every child's preschool or school experience.

After I took office as state superintendent of public instruction, I decided to fill a gap in my own educational preparation and work experience. My commitment as a teacher is to the teaching-learning process. I had never taught in a primary classroom and wanted to find out what really goes on there. After all, this is where the foundation for all subsequent learning is laid. How firm that foundation determines to a large extent what will happen to each individual. And we must always keep in mind that the individual student is what education is all about—not school systems, not budgets, bonds, and buses. So I spent a full month as a first grade classroom teacher in a small Oregon town.

My experience in that job reinforces everything I have always believed about the importance of primary education. The way we have downgraded the lower grades indicates our upside-down priorities. My compensation for teaching at the graduate level was far more than I would have received (had I been paid) for teaching first grade. Yet my work with first graders was harder and more demanding. The attitude that anything goes in a primary classroom contradicts everything we know about early childhood education. We must upgrade the "down" grades! Values and basic habit patterns are usually acquired by the time a child is eight years old. An experienced teacher can quickly identify students who will probably have difficulty in school and in their lives. But is our public education system able and willing to do something about these potential difficulties? Or are we like the doctor who, after diagnosing a patient, remarked, "You are very ill. I hope you can find help somewhere in this country."

I feel so strongly that positive action must be taken to give top priority to preschool and primary education that I recommend to this committee that H.R. 5163 be amended to earmark 75 percent of the appropriation for preschool and elementary school programs with the stress on prevention rather than remediation.

If we are ever to have zero rejects in our school systems, we must zero-in on prevention measures at the primary level. We need a system in every elementary school to provide diagnosis for each student, as is envisioned in this bill. The review of his learning abilities and accomplishments then becomes the basis for prescription for individualized instructon. We also need school staff members specfically assigned to keeping track of each student's progress in the skill-getting process and for seeing that each student has access to whatever special materials or help he needs to assure that there are no gaps in the learning process. Many learning problems arise because of two simple facts: family mobility means that some students are not physically in a class long enough to learn and, secondly, mobility creates tremendous continuity problems and gaps in the learning cycle. Perhaps another amendment is needed to require school districts to identify the individual responsible for assuring continuity and gap-filling efforts in the skill-getting process for each student as part of the ongoing diagnostic work.

My approach is that each child wants to succeed and can succeed. If any child fails, the school has failed to be imaginative enough, creative enough, or resourceful enough to meet the child's needs. With systematic diagnosis and prescriptive education there are no legitimate reasons for failure—only excuses.

This emphasis on prevention, by getting at the roots of a problem, also leads to a focus on those activities that will avoid later costly headaches. This means greater emphasis on early childhood programs, reading, and basic arithmetic. Properly implemented, such programs will avoid the enormous inefficiencies created at later stages as students try to catch up through expensive compensatory programs. Success at earlier stages in basic skills will drastically cut the waste involved in millions of students sitting in classes and learning little or nothing because they haven't mastered the prerequisities or of students going through material several times that they already have clearly mastered. The diagnostic emphasis of accountability will ensure these results.

Critics say accountability systems put too much stress on basic skills that are easily measured. Not so. We emphasize basic skills because students who master them develop pride and a positive self-image, and because they're prerequisites to all other learning. Those who don't master them are doomed to failure and the destructive self-image that goes with their awareness of failure. The basic skills are essential to survival in our society—it is as starkly simple as that. I have long held that a basic aim of education is to provide students the skills and knowledges necessary to survive in the main roles each will have in life: the role of a wage earner, citizen, consumer, family member, and lifelong learner as an individual.

I want to point out here that teachers did not invent the notion of failure. Teachers did not create (in fact, usually oppose) policies that permit students to advance without mastering skills they need for subsequent steps. The responsibility for these problems rests with all segments of society, including Congress.

Now, with H.R. 5163, Congress can give us a handle on one of the major problems in education: identifying those students who have not mastered the basic skills of reading and mathematics at levels to be determined as provided in this legislation.

The second major reason why I support this legislation is that, for the first time in the nation's history, all disadvantaged students will be included under the terms of H.R. 5163. Equality of educational opportunity to develop each individual's full potential is a noble ideal. But, under the provisions of Title I, ESEA, many disadvantaged students were not counted when a school district's eligibility for Title I funds was determined. This is because income level of families as indicated by census data was the detriminant in allocation of funds for programs designed to correct conditions which prevent disadvantaged students from learning at their full potential. The emphasis was on economic poverty rather than on poor educational achievement. Perhaps the awkward fact is that it is easier to measure income than to measure achievement. But we are educators, not accountants; our concern is the educational development of the individual child, not the parent's wage scale. I have never been convinced that data showing the correlation of family income to student performance provides sufficient basis for the expenditure of billions of dollars. Our own experiences in the classroom give us prima facie evidence that rich and middle-income children can be as disadvantaged educationally as children from poverty-level homes. This is simply a matter of human observation which has been true before and since the prophet said in Proverbs: "Better is a poor and a wise child than an old and foolish king." If our goal is helping *every* child achieve, the unfairness of depriving the middle-income students with disadvantages other than financial is as inequitable as depriving the poor because they are poor.

A recent study of schools in poor neighborhoods, interestingly enough, told how these schools revised reading levels substantially in spite of all the external handicaps. The study said these schools succeed because:

> They have strong academic leadership.
> They expect their students to do well.
> They operate in a purposeful atmosphere and make learning pleasurable.
> They emphasize reading and related diagnosis.
> They individualize instruction and evaluate student progress carefully.

All these characteristics, by the way, should be stressed throughout any accountability system.

At any rate, we should not be confusing the issue by taking it for granted that money alone is the solution to better education for economically-deprived students or, in fact, for racial minority students. It is true that economic deprivation may be one cause of a student's lack of sufficient environmental learning experiences to enable him to do well in school, of course, but again we should not confuse race with different kinds of deprivation.

Really, the beauty of H.R. 5163 is that the parent-income factor, the race factor, the cultural heritage factor, and the home environment factor are all left out of the picture and need not add any complications or confusions to the clean simplicity of this legislation. Essentially, all the bill does is provide the machinery and the money to find out which of our students are educationally disadvantaged in terms of their abilities to read and compute and to provide programs to improve those abilities. It provides for preventive measures by testing students in the early grades and giving them what they need, and it provides remediation for students tested and found wanting in the upper grades. The only qualification for students to be tested is that they be between the ages of five and seventeen, inclusive. They can be any race or color, any income-level, and in public or private schools. The program will include migrant, non-English speaking, mentally handicapped, physically handicapped, seriously emotionally disturbed, institutionalized neglected or delinquent students.

What a tremendous leap forward this will be toward America's dream of universal education! For a long time, America's educational system was largely the captive of the academically elite with everyone else getting second best. Lately, we have been spending a great deal of money to try to enable some segments of the population to "catch up"—the poor, the migrant, the Black. With

H.R. 5163 we will be making the first-ever nationwide attempt to reach all educationally disadvantaged students and give them a chance to acquire those basic skills needed for survival.

Meanwhile, I want to state again my support, with the amendments I have suggested, for H.R. 5163. Finally, instead of dispensing another bottle of aspirin for America's major educational problem—the child who cannot read or compute adequately—Congress has the shining opportunity to prescribe a healing shot of penicillin right when it will do the most good.

STATEMENT OF DR. DALE PARNELL, SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF OREGON

Dr. Parnell. Mr. Chairman and members of the subcommittee I thank you for those remarks. When I first took this office, Representative Dellenback, an Irish friend of mine, was cautioning me about what I should and should not do. He said, "Just remember that a State school superintendent is a lot like the body at an Irish wake; you really need it to have the party, but you don't expect it to do very much." I have been trying to live down that reputation in Oregon and I think that little story also might blend with title I. A lot of people have disparaged title I and said we need it to have the party, but we really did not expect it to make very much impact and I think it has made a great impact across the country, far more than we have given it credit for. I come before you this morning with the idea that maybe it is time we took the next step in title I, not that title I has been bad, but that maybe there are other steps we can take and should take if we want to really sharpen our practices.

I support H.R. 5163 for a couple of reasons. First of all, I think it gives clear signals; and if I have been critical of title I in the past, it has been that we in the States and you in Congress have not given clear enough signals to the educators as to what you really wanted.

We have been given some general rhetoric, but this bill gives some rather specific clear signals and some priorities. I applaud that kind of effort. Second, in this bill we are beginning to zero-in on survival skills for all people rather than a segment of our population. If there is any one thing we need today, is to help young people to develop competencies to cope with modern life and, in fact, develop skills to plain survive. We know schooling is very much more than that, but at a minimum it is that.

I appear before you as a father of five children, and that has probably qualified me more to know about education than any other single thing. And I appear as a first grade teacher—I spent 1 month 2 years ago in that capacity—as a teacher and administrator at all levels; and chairman of the new National Advisory Council on Equality of Educational Opportunity, although I am not speaking on behalf of that council. That council has taken no position on this bill at this time.

The introduction to the bill has a self-contained rationale which really says it all. It says it would provide for a "more concerted and individualized attack on educational disadvantages based upon assessments of educational proficiency." That seems to me to be a very clear purpose and one which I heartily support. This bill would do for educational problems what penicillin does for medical problems. It would strike at the source of infection in the crucial areas of reading and mathematics.

The original title I was similar to aspirin in its approach to student known achievement. It diffused medicine in terms of doses of dollars somewhat in the way that the aspirin works? Sometimes it gets to the source of the pain and sometimes it doesn't. Nobody knows why or how. No one underrates the value of aspirin, and in no way am I underestimating title I as it has developed over the past 18 years. However, I want to state at the outset that I believe this Nation has reached a point where penicillin is indicated in the form of H.R. 5163.

If you are following in my prepared testimony, I would like to turn to page 3 at the bottom of that page. One of the important things we have learned from our experience with title I programs and compensatory education—I have Mr. Jerry Fuller with me today who has been our director of compensatory education in Oregon, has done an outstanding job there, and has recently joined us as executive director for the Advisory Council on Equality of Educational Opportunity and might be able to answer some questions—is that the scattergun approach to compensatory problems is not enough. This approach, I think, was taken because the performance objectives were fuzzy and, therefore, the results were fuzzy. If we want clear results, I think we have to start with the goals. That is one reason I support this bill. This bill takes fuzziness out of what we want to accomplish. That is part of that next step. A Boy Scout in the woods knows where he is headed. If he doesn't, he is lost. I think this is true in education. If we don't know where we are headed, results are difficult to measure.

Therefore, the accomplishment is measured in the judgment of each individual. I think we need to do more than that. We need to bring some built-in accountability to this measurement. What is accountability? I think accountability in education is, among other things, an attempt to build responsibility into the system so that it cannot be avoided. It means that educators should be answerable to parents for how effectively their children are being taught and answerable to taxpayers for how usefully money is being spent. It means an end to passing the buck. Some educators fear that accountability is pressure to produce results, with heavier workload and the like. Actually, accountability means working smarter, not harder. How do we mobilize resources for the most effective use? How do we reorder priorities to focus on the big problems? One of the greatest concerns I have with accountability is that there is never going to be enough money to resolve all social ills in our society. Therefore, we have to zero in: What do we want to do with the limited funds we have? How can we reorder those priorties? How can we, among all needs, say these needs are the ones that are most pressing at this time and we can make the greatest intervention into the educational process at this point? That is another reason I support this bill. I think it has examined the intervention points and is trying to put the money at those intervention points rather than scattering them broadly across a larger landscape. How do we pick the right problems so we don't rush off to costly solutions that don't fit the problem? One of the problems of education in the country is that we have a lot of solutions running around looking for the problem. We have to zero in on the most crucial need and this bill does that. I am very interested in the measurement part of this.

There are some people who would say we really don't know enough about measurement in order to start this kind of proposal across the country. My comment on that is, if we would have treated the moon shot on the basis that we don't know enough, we would still be pitching sand at Cape Kennedy. I really don't think that is an excuse for not starting. In fact, we will never know enough if we don't start with a bill like this. This bill will put the pressure where it ought to be on people like me to begin to develop the next steps in the state of this art. Most of the pitfalls center on the misunderstanding and misapplication of measurement and evaluation. This can be avoided by carefully matching measurement tools to the objective desired. Measurement is the hand-maiden of instruction. Without measurement, there cannot be evaluation. Without evaluation, there cannot be feedback. Without feedback, there cannot be good knowledge of results. Without knowledge of results, there cannot be systematic improvement in learning.

One of the problems we have had with the present title I is appropriate feedback, appropriate knowledge of the results, and application of those results in the system. To make schools accountable educators must determine not only to whom they are accountable but for what they are accountable.

This bill enables Congress to give clear signals to educators as to those areas for which schools will be held accountable by the use of title I funds. It will require us to zero in on specific targets. It has built-in provisions for measurement, for feedback, and improvement in learning—all factors that make accountability possible. At the bottom of page 5 of my prepared statement, I have given some recommendations for your consideration, Mr. Chairman. Perhaps this bill could be strengthened by requiring each State to include in the State-level implementation plan, an outline of evaluation procedures. The U.S. Office of Education or the National Commission on Educational Disadvantage, which is proposed in this bill, should be required to provide technical assistance and development. I have some question as to whether this Commission should also administer these tests, and that question ought to be considered apart from technical assistance development. The States can administer these tests, but there should be some mandatory language which would require that technical assistance must be provided each State. There is no reason each State should have to do this on its own. Bringing the best brains in the country together to help the States would be a great help for all of us, not only in implementing this bill but in helping us in education in many other ways.

I have mentioned the question of delay on this and agree that the state of the art of measurement may not be completely refined, but that is little reason to do nothing. In fact, this bill would push us hard into taking the next steps toward evaluation of our process—which we need to take irrespective of this bill. I want to commend the authors of this bill for part C, section 131(4) which requires an individual diagnosis for each student and an individualized written plan, including goals and objectives.

Let me tell you why I am so enthusiastic about measurement and diagnosis as early as possible for every child, preschool and in school. About 2 years ago, I came to the conclusion that we really were not making the progress in resolving many of our educational problems that I had hoped to see. I had developed a bias over a long period of time, particularly starting as high school principal, that if we don't really attack these problems in the early grades, everything from there on is a remediation process, a rescue operation.

After taking office as State superintendent of public instruction I returned to the classroom to teach for a month in the first grade, or I should say I went back and hung on in the first grade for a month. That is about the hardest work I have ever done, mainly because I didn't know what I was doing. The teacher there treated me like a practice teacher. She had a form to fill out for practice teachers: everything was included on that form except anything about teaching and learning. The form had a section on grooming. In it she wrote: "Dale comes well groomed in the morning, but leaves disheveled in the afternoon." That was true. I think pulling muddy boots on and off must be the most unpopular indoor sport in America. I did learn a lot out of that experience and came away with an impression that we have not yet given, and even in 1973 still are not giving, the kind of priority attention to the primary grades that they really deserve. I am not necessarily talking about the grades but about students from ages 5, 6, 7, and 8. That brings me to my next recommendation that I would like to see the subcommittee consider: perhaps devoting as much as 75 percent of the funds authorized in this bill to that area of education, to the preschool and primary area. This will not make many of my friends in the upper grades very happy, but the time has come in this country when we have to identify our priorities. How are we going to design and build a preventive program unless we pay the price in the primary grades?

We have dwelt long enough on failure in this country. Teachers did not invent failure. Most teachers oppose failures. They want their young people to succeed, but our system has not been designed to bring this about consistently. Therefore, I advocate that we think about earmarking a large percentage of these funds for preschool and elementary school programs with stress on the preventive aspects rather than remediation. If we are ever to have zero rejects in our system, we must zero in on preventive measures at the primary level. We need a system in every elementary school to provide diagnosis for each student.

When I was teaching in the first grade, for example, the school had two teacher aides funded by title I. I didn't see any of them, and near the end of the month I asked, "Do you ever have these teacher aides in the primary grades?" They said, "No, they are working with fifth and sixth graders on remedial reading." That is the practice across the country, not necessarily because that is what people want to do but because we haven't put our resources and all we know about teaching and learning at the early level—kindergarten through third grades.

Another recommendation that you might want to consider is that we should require school staff members specifically assigned to keeping track of each student's progress in the skill-getting process and for seeing that each student has access to special material to assure there are no gaps in the learning process. It sounds so simple. Why do I say that? In Oregon, 20 to 25 percent of our students are in more than one school each year. Some students are not physically in a school long enough to learn. Instead of continuity of learning, they have so many gaps where they have simply missed getting instruction. I am not talking about grant education as it deals with our migrant farmworker population. I am talking about people who are transitory. They live in one house for a while and they move to another community. I had a little girl who came to the first grade classroom in our school. It was the third school she had attended that year. I was still struggling with her at the end of the month to find out where she was and how to apply a prescriptive learning program for her. We might strengthen this bill by requiring schools to assign a staff member the responsibility for doing diagnostic work on each youngster instead of leaving it to each individual teacher to struggle with. We should require that a diagnostic workup be done before students enter the classroom rather than after. I am enthusiastic about the idea of a diagnostic process before we buy the prescriptive kind of medicine.

At the bottom of page 8, I call your attention to something that many critics say about accountability systems. They say that these systems and this bill would put too much stress on basic skills that are easily measured. Not so. We emphasize basic skills because students who master them develop pride and a positive self-image and because they are prerequisites to all other learning. Those who don't master them are doomed to failure. The basic skills are essential to survival in our society. It is as simple as that. I have long held that the basic aim of education is to provide skills and knowledge necessary to survive in the main roles we have in life. We have changed our school graduation requirements in Oregon. I said school and not high school. We translated this from high school to school. What is the result of 12 years of school? We think the most fundamental thing is that a student should be able to demonstrate that he has developed over 12 years of schooling the skills necessary to survive in life, survive as a consumer and a wage earner. Our high school graduation requirements were established in Oregon in 1916. They were established for one reason—to help kids get into college. The curriculum was designed around that function. What has happened 50 or 60 years later? Thinking about this the other day, I was driving down a bond-financed freeway in a loan-financed car on credit-card gasoline. It is a new world. Do your young people have the skills to survive as consumer or citizen? Are schools helping them cope with a credit-card economy?

There are new issues and what we need to do is redesign education to help young people acquire survival skills as a consumer, as a wage earner, and as a lifelong learner. This bill zeroes in on the lifetime role of a learner to help young people develop survival skills in reading and mathematics that will enable them to continue to learn throughout their lives.

I want to repeat that teachers did not invent the notion of failure and teachers did not create policies that permit students to advance without mastering skills they need for subsequent steps. The responsibility for these problems rests with all segments of our society, particularly in my agency and local school districts, but I think it also rests with Congress. With H.R. 5163, Congress can give us a handle on one of the major problems in education; that is, identifying those students who have not mastered basic skills of reading and mathematics at levels to be determined as provided in this legislation.

Really, the beauty of this bill is that the apparent income factor, the race factor, the cultural heritage factor are all left out of the picture and need not add any complications or confusion to the clean simplicity of this legislation. All the bill does is provide machinery and money to find out which students are educationally disadvantaged and to provide programs to improve those abilities.

What a tremendous leap forward this would be for America's dream of a universal education.

For a long time, America's educational system was the captive of the academic elite with everyone else getting second best. Lately we have been spending money to allow some segments of the population to catch up, the poor, migrant, and the black. With this bill we will be making the first nationwide attempt to reach all educationally disadvantaged students and give them a chance to acquire the basic skills needed for survival. I state my support again with the amendments I suggested. Finally, instead of dispensing another bottle of aspirin for America's major educational problem, Congress has a shining opportunity to prescribe a healing shot of pencillin right when it will do the most good.

Thank you.

Chairman **Perkins**. I have a couple of questions, Doctor. How much experience have you had with testing in the State of Oregon at elementary and secondary levels?

Dr. **Parnell**. We do not have a statewide testing program in Oregon. We have had a lot of experience with it. We have a lot of questions, but we do not have a statewide testing program.

Chairman **Perkins**. How long do you feel that we should research and try out before we should commence allocating funds on test scores?

How many years would you feel we would be justified in using for coming up with something concrete and substantial along that line?

Dr. **Parnell**. In our State, and I can only speak for Oregon, if we were given a year, with some technical assistance from the national level that is one prerequisite in this bill. If that assistance were not available, then we would be in difficulty.

Chairman **Perkins**. You say it would be a prerequisite in Oregon, but if you did not have the money from the Federal level as a prerequisite, how long do you think you would need to try it in Oregon?

Dr. **Parnell**. We are working in this area anyway because in our high school graduation requirements program we have asked each local district to develop indicators as to whether each student is competent to succeed in his life roles. In 2 years we expect to have reached that goal.

Chairman **Perkins**. You say you don't know about any other States. Would you have any idea if the other States would take 5, 10, or 15 years?

Dr. **Parnell**. Given the pressure of this bill, you would find States beginning to move in a systematic way with appropriate national technical assistance. I don't know of any State that could not get geared up for this program in a couple of years. Two years is all that is needed. I work better under pressure and I think all of my colleagues do. If we have it there, we have a great deal of impetus for moving.

Chairman **Perkins**. Dr. Parnell, do you see any problems with the approach taken in the bill which would give school districts money if their children do not score well on tests but take it away if the children's achievement has improved? Give us your views on that.

Dr. **Parnell.** That is a good question and a complex problem. I don't see the kind of problem that some of my friends see, where some States, they say, might, for example, get more money and see that their students don't do as well. I think in Oregon we are probably one State that might lose money by this approach over the present title I approach, but I really feel that, as I have talked with my fellow chief State school officers on this, there is enough concern generally about targeting the money and there is enough integrity in what they want to do; and with the appropriate monitoring on this by a commission or OE, I really am not worried very much about that problem of States losing money because their students are getting better. I have long felt we should have some tests toward which we teach. We worry about teaching to the test. Maybe we should have tests toward which we teach so that students do develop competencies. If we work toward that approach and maybe come back 2 or 3 years from now with this bill you will have some good results.

Chairman **Perkins.** You have said that you have not worked at any State level to see how the test scores really work at the elementary and secondary schools scattered throughout the State of Oregon.

Dr. **Parnell.** We have done a lot of work in testing, but we have no State-administered statewide testing. I was in Arizona last weekend and they have a test on reading, for example, administered by their State Department of Education. Every child in Arizona gets a reading test in January of every year and they were showing me their scores. So this is one State that is doing it and they have some experience.

Chairman **Perkins.** They have recently been doing that?

Dr. **Parnell.** I think in 3 years.

Chairman **Perkins.** Since this is so sporadic and there is no uniform test among the States, don't you think it is going to take a long period of time to develop the test score with some stability throughout the country where you can afford to allocate funds without more research? You have to come up with some concrete results.

Dr. **Parnell.** As one person who might have to administer something like this, I would have no fear of diving right into it. It would be the inspiring thing I would need. We are going to do it anyhow. But I find when you have this kind of legislation with some money behind it, people become suddenly very active, and what they didn't think was possible, becomes possible with them. What we really need I guess, is this kind of legislation that would put some money there and put some national attention on this kind of approach. We have never had a concerted national effort to really resolve the testing problem, Mr. Chairman.

This would do it.

Chairman **Perkins.** It is going to take a long time to have a concerted national effort to allocate funds on something that has never been concerted in the past and most States don't have any testing program at all.

Dr. **Parnell.** It might be interesting to do survey. I think there is more testing going on than you are giving credit for. Arizona has had 3 years of experience, for example.

Chairman **Perkins.** But no testing where you give out money, that is my question.

Dr. **Parnell.** No, I think that is correct.

Chairman **Perkins**. I yield to Mr. Quie.

Mr. **Quie**. There are a number of States that are on the verge of distributing money based on testing. For instance, Minnesota has a right to read program that will distribute money based on testing.

Chairman **Perkins**. Not up to this time.

Mr. **Quie**. No, Michigan is the one State that has. New York has done a Fleischman study and the people from Nebraska, Florida, and Arizona are now doing testing on the reading program and the national assessment. We have a great deal of experience to draw from right now. But it is true that there isn't a distribution based on testing in every State in the Union. In fact, most States don't.

When we talk this way, it reminds me of the fellow who was asked, "How is your wife?" and he answered, "Compared to who?" We shouldn't compare this method of distributing money based on testing without certainty of the way the money is distributed for the school year. I wonder if anybody could have devised a worse way than we are doing right now. We are now counting children who existed at one time, but are not in school anymore. The youngest child under the 1960 census that we are using for counting has already finished high school and is in college or has a child and a job or something of that nature. I can't imagine anybody counting some historical incident of economic deprivation as a means of distributing the money. I wonder what you could devise to get farther from the mark than that? Good evidence is the fact that there are 47 percent fewer children in the country now from families with $2,000 income, I should not say now, but rather in the 1970 census, than there were in the 1960 census. As I have said many times before this subcommittee, if that was uniform across the country, you possibly could still use the formula. But the interesting thing is that in Iowa, there is a 68-percent reduction in the manner of such children and in Nevada there is a 23-percent increase. You can say Nevada is awfully small. In California, there is a 4-percent increase in such children in the 1970 census. I find it interesting that both the Chairman's bill and the administration's proposal is going to hold everybody at 100-percent harmless. That means that the next school year with no increase in money, which is probably going to be the case, we are still using 1960 census information. How can we do it worse than that? I don't propose that we try this new venture next year. I propose we take 2 years so we really know how to do it. I would estimate we could get about 95-percent accuracy in 2 years which is where we now have less than 50-percent accuracy now.

Chairman **Perkins**. Will the gentleman yield? The Office of Education was requested three times since 1965 to come up with a recommendation for a better formula than there is in title I and each time it has recommended keeping this present formula. Even the special revenue sharing bill keeps, as you stated, the present formula. So the Office of Education cannot find a better formula. I cannot see the gentleman's posture.

Mr. **Quie**. Well, you see, the Office of Education is made of individuals who hate to change from the past. They are the biggest bunch of traditionalists you ever saw and in their most recent study they started right out saying that it is so difficult to try and figure out achievement that we don't even study that. They just will pass that aside and don't take a look at it. You don't have to be partisan about this because since the Elementary and Secondary Education Act passed, we have had 4 years under Democratic administration and 4 years under Republican administration. Some of those people down there probably got their jobs back in the Truman administration and don't want to look at anything new. When I ask them questions about information, their answer is, "Nobody asked us that before." They haven't done it before.

Chairman PERKINS. They have done it and they came back with the recommendation that we keep the formula.

Mr. QUIE. They haven't studied the other side of it. They have looked at income formulas but their basic assumption was that there was such close correlation between economic deprivation and educational deprivation, they shouldn't look at anything else.

There was a study that showed there was not as great a correlation as people anticipated, but that seems to have fallen on deaf ears down there. If we had been dependent on the Office of Education, we would never have the Bureau of Educational Handicapped. We had to force it on them. If we had depended on the Office of Education, we would never have had vocational amendments in 1968. We had to force it on them. We have been forcing new ideas on them for years. They are a bunch of old fogies down there who want to continue to do the same thing as in the past because they think it is politically safer that way. Now, I want to go back further than that.

The first thing the Office of Education was set up for was to provide statistical information. That is the first thing they did so people would know what is going on out in the country. They quit providing statistical information. We had to force them to get back into it. They would contract out with the national association.

You can tell from my comments that I have nothing but unhappiness with the Office of Education's ability to come up with new concepts.

In Michigan, they had to go to the legislature and sold the legislature on testing for distribution of funds. Why? Because the legislature asked, has it done any good?

Needless to say, I appreciate your testimony. It was very strong in support of my legislation and it could not be more heartening to an author of a bill. I think you make some good points, too, that are not in the bill. One of them is that you think we should mandate the requirement that they concentrate on the lower grades. What I have done in the bill is to give them three opportunities in their concentration. One, either they concentrate on the most educationally disadvantaged, or second, the skills where there is greatest concentration of educational disadvantaged, or third, on the grades where they do the most good, which means the lower grades. Evidently, you feel that the schools might want to spread the money and not concentrate in that way sufficiently. I find that some States have moved substantially in title I toward concentration on the lower grades. What is the problem administratively that we can't depend on the local schools and the State department of education to bring about that concentration, permitted in my bill?

Dr. PARNELL. First of all, sometimes it is great to have a law to hide behind, and just bluntly, I think there are some school administrators that have not had the courage to say—the tendency is to say we want to be fair and make sure that everybody gets a little bit, and that is only human. The consequence of that is that you spread it around and you don't get any into the area on target. This bill has two targets. One, the money must go to educationally disadvantaged, and two, it must be used for reading and mathematics. I think those are excellent targets. I really support that kind of legislation. But possibly, a third target to help strengthen the background of many of us in the field that must apportion these funds and get a penicillin shot into the point where it is needed, might be to say a percentage of it has to be used on building preventive kinds of programs in the early grades. I don't know why in this country, and I wish I could really answer it, we haven't really given the priority attention to these young people that we really should have given.

I was paid twice as much to teach graduate students as I would have been paid if I was a first grade teacher. We have a kind of broad cultural syndrome that says that isn't really very important, that primary education is kind of a babysitting service and you have to let the kids grow up. So what do we do?

We talk about up in the university and down in the first grade. I think we talk about that in more than a vertical sense. We talk about it in terms of importance. The most important job in America is supposed to be teaching in a graduate school and if you can't do anything else, you teach in a primary grade.

People don't say that, but I could give you countless illustrations of how we react that way. So, culturally and in many ways, we really are not prepared as educators to say primary education is the most important thing and we are going to put our funds there. If all else goes by the boards, we are going to give our money to that area so those young people have that kind of attention. The school I was in, where we were the teacher aides? They weren't targeted in on the primary grades, as I said previously. It was business as usual in those grades. I am here today to say, if anything else, we can't go on with business as usual in this country on that basis. We have to begin to use a rifle rather than a shotgun.

Mr. Quie. I would be pleased if we had enough money to fund all of the programs from grade 1 through high school, but I am afraid with the increased funding I propose, which I expect we can get when the children of those who have political clout are counted, as well as educationally disadvantaged, that we still have to do some concentration. I agree with you that there really is not much sense of this even happening in the great State of Minnesota where we have to provide remedial math in junior college, because in the elementary grades they let them move ahead without teaching them.

As far as determining who is educationally disadvantaged, evidently the assumption was in 1965 when this bill was passed that the teachers within a school already know who is educationally disadvantaged. We didn't define what it was or anything. But when the money came to the school within the school system, then you forgot about the poverty and helped anybody who was educationally disadvantaged. Now, how soon do you think we could get the money distributed within the school system based on educational disadvantagement, rather than as presently you concentrate based on poverty and then on disadvantagement in the school. You don't have to compare between the ability of the school children.

Dr. PARNELL. I would like Jerry Fuller to respond, but I have a first response. Every teacher, particularly in elementary schools, can tell you who are the educationally disadvantaged in their classroom. You don't need a national testing program for that. Every teacher, even the ones who aren't so able, can pretty well tell you the students that aren't doing so well. They have to have done this to do any diagnostic work to prescribe their lessons as they deal with students daily. As an administrator, I would be willing to take a teacher's word for it that these students need extra kind of help based upon an individual diagnostic approach. Jerry, do you have any comment on the experience you have had with administering title I in the State, getting the money there on the basis of income of the family as opposed to trying to identify educationally disadvantaged students.

Mr. FULLER. One of the difficulties we have in terms of administering title I programs in the State is that we do count the children on an economic basis and once the school district receives the money, then they distribute it on an educational deprivation basis. But the thing we are having difficulty with in Oregon is that you count all of the youngsters and then the local school district makes a determination somewhere who has the highest educational deficiencies. So school districts have to do some form of testing to tell us those youngsters who are furthest behind in terms of their peer group.

So I am not so sure if the local school districts haven't been doing some form of testing to determine who has the highest need for educational supportive kinds of programs. I would like to respond to one of the comments that Dr. Parnell made and hope that we might be able to do something about the area of parent involvement. One of the things we are attempting to do in Oregon is to require local school districts who are receiving title I programs to hire parents from the target population because if we are going to get at educational deprivation, we also have to bring the parent along. One of the major arguments we are receiving around the State was that you have to hire the best qualified person to help these kids. It seems to me that the best qualified persons to help these youngsters are their parents.

The second argument we get is that these youngsters never stay in one place long enough to work with the parents to make them proficient enough to support the schools. But if you do it on a statewide basis or nationwide basis, requiring local school districts to hire parents of the target population, as these parents move around they can at least provide some thread of continuity in educational experiences that youngsters have been receiving. I have noticed one of the things that many educators say is that our poor kids never stay in one place long enough that you can zero in on them. But if you look on the other end of the spectrum, youngsters who are in military families or with business or professional families, the parent does bounce around but the parent does provide that thread of continuity to the educational process the youngster has to have. So I would hope that somewhere in the legislation we talk about actively involving a poor parent in the youngster's educational process.

Mr. QUIE. The bill that I introduced requires that parents be involved. The teacher would have to set the goals that students were to achieve and work with the students and parents in agreement with the school. There would be a parent advisory committee as well.

Mr. Fuller. I guess I would want to go that step further in requiring local school districts to hire the parents of the target population that is being served because we believe as a nation that the family is the most important part of whether a kid is successful or not. We have seemed to pour a lot of help to the so-called educationally disadvantaged kids but we don't provide the parents with that extra tool so when the kid comes home and says I don't understand my math, the parent then becomes less of a partner in raising the kid because the parents can't help. So it seems to me when we sometimes destroy the family which is so critical.

Mr. Quie. I think you make an excellent point. It is significant in last year's hearings how often it came through that where there was significant achievement in title I children, parents were involved with the children. That stuck in my mind that we should make that a part of the program.

Mr. Fuller. Historically, poor parents have never been involved in the process of educating their children. We are going through a syndrome where the PTA is dying. It is interesting to find the phenomena that is happening is that the poor parent is for the first time involved in their school. Poor parents are involved in PTA meetings because they really want to help their kids succeed in school.

Mr. Quie. Under the present title I formula, you don't indentify those children because they aren't even in school. How do you determine who is poor in your schools for the distribution of money after it gets to the school district?

Mr. Fuller. Once a local school district receives the money, then they have to determine how far behind a certain group of youngsters are in terms of grade level achievement.

Mr. Quie. In the school district that has 20 elementary schools, the law requires that you concentrate the money in those schools of that 20 that have the highest percentage of poverty. Once it gets in the school, could you find out who you are going to help by testing?

Mr. Fuller. It is very difficult. That has been one of the difficulties we have at State level in terms of the money coming in. We distribute money to a local school district beased on the formula. Then they determine and they have to determine through some testing program which youngsters in that district are most educationally deprived. So, I think school districts throughout most of the country have developed testing programs and could very easily take it one step further.

Mr. Quie. Some school districts asked the parents of their children what their income was to find out whether they were poor or not. I think that is a terrible thing to do. In Minnesota, I thought it was interesting. They asked teachers to make a sight count to determine whether they are poor or not. What can you tell from a child if the parents are poor or not? I think that is bad, too, because you would then assume the the black kids and Indian kids are poor and you get a debilitating impression of a minority group that way. Since educational disadvantagement isn't limited to any ethnic group, as we all know so well, you don't have that problem especially if you use the early grades where you can depend on the teacher's ability to determine whether that child is possibly going to be educationally disadvantaged. You don't want to wait until the child becomes a statistic. You want to help as soon as you see some of those signs.

Dr. PARNELL. One of the sad commentaries, I am not a critic of the great American dream. We are still experimenting. If we are to take the great step I think this kind of bill would help us do it. Almost every elementary school teacher can tell you what youngster is going to be in difficulty the rest of their lives and come within 99 percent accuracy and you could get any primary grade teacher in the country to come here and confirm that statement. If that be true, it is sort of like you going to the doctor and him saying, "You are really sick. You have a broken leg. I sure hope you can go somewhere in the country and get help." Why don't we zero in on the broken leg at that time in their life rather than waiting and hoping by chance somewhere they are going to get some help. That is why I am enthusiastic about this approach. I think if there was one thing I wished for American education, it would do what you describe in one section in the bill about individual diagnosis. It would require that we individually diagnose what a student needs and prescribe the treatment accordingly. Instead, now we give everybody the same pill and hope that it takes. This would begin to get away from that kind of thinking. I would like to make one comment for Chairman Perkins. I really share a little of your apprehension that I sense in your questions, but I would have to say to you that you personally, and this subcommittee, have been as innovative a force on American education as any single body. I can recall some days when you have taken some steps when you weren't really sure what the results were going to be. So I would hope that you wouldn't become conservative like the Office of Education and some people in my State and say that we can't do it just because it has not been done before.

Chairman PERKINS. If the gentleman would yield to me, Mr. Quie——

I will be happy to yield.

Chairman PERKINS. Under your bill, as I understand it, you would lose money if you showed occasional gains. Am I not correct?

Mr. QUIE. If your children showed occasional gain you would not get paid for those who show the gain. But I assume the children coming up in the grades need help as well, so——

Chairman PERKINS. But under the so-called Michigan plan, you have to——

Mr. QUIE. The same thing happens there.

Chairman PERKINS. No, the same thing does not happen there. It is diametrically opposite. You have to maintain your educational achievement or you won't get the money.

Mr. QUIE. No. Here is the way it works in Michigan, the same way as in Minnesota. If in a subsequent year the schools have made substantial achievement so they don't show disadvantagement, they lose money, but they have a feature in the Michigan plan that I don't have, that in that same year if you didn't bring them up to that level, then you would not get the money you were promised. So that is a penalty for not doing a good job. That is like performance contracting that began in Texas. If you reached a certain level, you would get paid and otherwise you would not get paid. They did that in the Job Corps here in Washington and I know NASA lost about $3 million. But the problem stays the same. That is why I have been looking at the possibility of providing some insurance to keep money coming. A child may be brought up to a certain level in 1 year and he may regress again if you cut the money off. I think we probably need the money coming for about 3 years when you can identify exactly the disadvantaged child.

Chairman PERKINS. Thank you very much, Mr. Parnell. You have been most helpful to us.

Dr. PARNELL. May I make a closing observation on that final point. This is one reason why, by targeting a percentage of the money for the primary grades, you will always have new clientele coming in, and so that situation described would not be as serious. Secondly, with this bill, I think you are going to know across the country what the results have been far more quickly and I hope accurately then we have with the present title I and come back in 2 or 3 years or yearly and say what kind of adjustments do we need to make in this system so we don't penalize people for doing a good job.

Mr. QUIE. Mr. Chairman, I think you should be aware, as I know you are, under the present formula, if we ever made an accurate count, as soon as people earned more money the school district would lose more money. So there would be a school system trying to keep the industry coming in.

The only reason why the program is so well accepted is that people know what is happening. It is what you don't know that sometimes causes the fear. If you don't count the kids that don't exist anymore, then you don't have that kind of a change. I think I can assure you that this subcommittee is going to have a feeling about going through the census information.

Chairman PERKINS. Thank you, very much.

Our next witness is Mr. Emmett Slingsby, assistant superintendent for Federal relations, Springfield, Ill.

STATEMENT OF EMMETT SLINGSBY, ASSISTANT STATE SUPERINTENDENT, FEDERAL RELATIONS, OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF ILLINOIS, SPRINGFIELD, ILL., ACCOMPANIED BY LYNN A. WILEY, PRESIDENT, ILLINOIS ADMINISTRATORS OF SPECIAL EDUCATION, SPECIAL EDUCATION COOPERATIVE OF SOUTH COOK COUNTY; MARY ANN DILLER, PRESIDENT-ELECT, ILLINOIS ADULT EDUCATION ASSOCIATION; AND WILLIAM O'NEILL, OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF ILLINOIS

Mr. SLINGSBY. Mr. Chairman, I would like to be accompanied by Mr. Lynn Wiley and Mary Ann Diller, who represent the Illinois Association of Special Education and Illinois Adult Education Association. I will be speaking for them but they are a part of our co-sponsoring organizations.

Mr. Chairman and members of the committee, I am Emmett Slingsby, assistant State superintendent for the Office of the Superintendent of Public Instruction for the State of Illinois. May I express my appreciation for the opportunity to appear before this committee.

I have the distinct privilege of reporting on 10 statewide hearings which were held during February and March this year throughout the State of Illinois. These hearings were sponsored by 14 major educational groups in Illinois in conjunction with the Illinois superintendent of public instruction.

The purpose of these hearings was to ascertain how interested parties, students, parents, taxpayers, teachers, administrators, and concerned citizens felt about Federal programs. The purpose in holding these hearings was to learn not only the positive accomplishments but also the defects and suggestions for improvement that could be made to Federal programs for elementary and secondary education.

The vast majority of testimony dealt with programs funded under the Elementary and Secondary Education Act of 1965. I would conclude that the hearings were extremely successful, and 2,300 witnesses appeared to testify.

Those program directors from the Office of Public Instruction, by taking time to listen to the testimony of people in the field who are either the people operating the program or benefiting from the program, learned a great deal.

My function, then, is to report a summary of what those citizens had to say. The views expressed are not necessarily those of the Office of the Superintendent of Public Instruction or all of the 14 cosponsoring major Illinois groups.

One overriding concern which was made very clear is the uncertainty of Federal funding for elementary and secondary education for next year, paramount in the minds of people out in the field. This is working a tremendous hardship, and I know it is not necessarily this committee but primarily the Appropriations Committee we should be addressing in regard to this question.

However, we have the problem in Illinois, like in many States, that the teachers must be notified 60 days prior to the end of the current year. Therefore, many title I teachers are now being told that they will be going back into regular classrooms and other teachers will be laid off, subject to the question whether there will be money next year. I find that extremely important.

Many school districts are saying, "Should we even bother with Federal funds, because of uncertainty from year to year?"

I would like to highly commend you, Mr. Chairman, for moving ahead rapidly and seeking to reduce the uncertainty that exists, by seeking extension and renewal of successful Federal Elementary and Secondary Education Act programs.

We in Illinois hope we cannot only have authorization but an appropriations bill so our citizens will have their education continued and that the future will not be jeopardized. It is unfair to make them pawns in a political struggle between the President and the Congress.

The testimony that we assembled is in boxes back there, and I am certain it is too bulky for us to go through at this time, but we will leave it for you to peruse at your leisure.

First, the Elementary and Secondary Education Act has been successful and it is the desire of almost all witnesses that such Federal aid be continued. Out in the field there is some problem regarding what form it should take, and I am not addressing ourselves at this time to the formula.

Two, H.R. 69 and the concept of the 5-year extension is heartily endorsed by practically all of the witnesses.

Three, the value of categorical aid has been demonstrated in Illinois and, requiring program review, has enabled many districts to improve their educational programs which otherwise would not have occurred without the stimulus of Federal dollars.

Four, the need for Federal programs continues to exist, and increased funding is necessary.

I would first of all like to go through by various title programs the positive accomplishments which are so often neglected, and then point out certain defects which were pointed out to us, and then summarize. Also, I have reduced my comments considerably from what they are in terms of the material which we have given you.

First of all, in regard to title I, the programs operated by the State Department of Children and Family Services—programs for deaf, blind, children of soldiers and sailors—evaluations with testimony presented by these people show that 87 percent of the students under their jurisdiction exhibited identifiable to marked improvement in reading and 71 percent in math.

Two, a child will not give his time and attention to something which does not give him something in return. The children are eager to be in title I classes. Therefore, title I classes are working.

Three, a comment from a very young girl: "I was scared of school, but I like it now. I am learning to read."

Four, these programs are designed to fit the learning mode of the child and not the child to the learning mode. So often we sometimes force people in the wrong direction.

Five, the parents are beginning to feel there is a chance for us in our children. That comment came from the ghetto area of Chicago.

Six, the school-community representative is the bridge between the school and the community. This bridge could not exist before title I.

Seven, for Spanish-speaking children, title I buys that precious commodity, time, for speech technicians to spend with these children.

Eight, Project Follow Through resulted in: Reduced class size, more individualized instruction, better discipline, higher achievement, low absenteeism, economic dignity, pride for the first time, and proof that the school-community representative plan is extremely useful.

A summary of successes in title I programs in the suburban area of Chicago is as follows: Smaller class sizes; more individualized instruction; significant reading improvement; development of better student self-image; reduced drop-out rate; increased parental involvement.

In the Peoria area: Better reading readiness training is available. There is an excitement and interest in school which was not present before. Vocabulary improvement is greatly enhanced. Reading comprehension is improved. Better elementary counseling is available to the students and parents.

In southern Illinois, the summary showed there were improved attitudes in children. The spillover effect in regular classroom work is significant. Students developed a better self-image. Programs are more successful at the elementary than at the secondary level.

Better teaching attitudes are developed. Extra paraprofessional personnel are invaluable, and the poverty approach under title I is important in reading development especially.

Major problems of title I, and these are not criticisms, because I think every program has some defects which we should point out, these defects voiced can be summarized as follows:

Lack of planning time, insufficient funding, poorly designed evaluation systems, lack of clarity in determining eligibility of schools, comparablity regulations that are not practical and eliminate experimentation.

These weaknesses pointed out were the following:

> There is a lack of curriculum innovation available for title I programs.
>
> There is a lack of understanding of the goals of the programs nationally and statewide.
>
> There is a lack of suitable classroom facilities in many areas.
>
> There is a real need for training programs for paraprofessional personnel.
>
> Another defect is that all of the children are not being served; 53,000 children in Chicago are denied title I services through the lack of funding of the program.

Recommendations which were made and drawn from the ten hearings are the following:

> For the future, we would appreciate having funding that should be assured over a 3-year period.
>
> All federally funded programs should be operated as funded programs rather than reimbursable programs.
>
> Pre- and post-tested measurements of individual performance should be based on criterion reference tests developed specifically to measure individual pupil attainment in skills.
>
> Eligibility of schools should also be for a 3-year period.
>
> Serious consideration should be given to revising comparability.

Recommendations from the northern part of the State:

> Educational funds cannot erase poverty and should not be expected to do so. It can, however, enable people to improve the quality of their lives.
>
> There needs to be different application formats for large and small schools.
>
> More planning time is necessary for applications and evaluations; and
>
> Better scheduling for all reports is needed.

This is from the central part of the State: As in all areas of the State, recommendations for future programs included need for more planning time, advanced funding, revision of the comparability regulations, and improved methods of selecting student population.

From another site, it is recommended that title I programs be closely evaluated in light of needed revisions at national, State, and local levels. Then, following implementation of any changes found to be needed, the successful program should remain intact.

After all, I think this is very significant. One does not demolish a house because the plumbing needs fixing. What they are saying here is that title I programs—especially title I, even with its defects, we should make corrections, but that does not mean we should completely do away with it.

We suggest if the program is eliminated, Federal taxes be reduced so that local taxes can be increased to fund this program. This was a concern in Rock Island and Granite City areas, that Federal tax dollars should either continue or there should be reduction at local levels so property taxes could assume those burdens.

As long as there remains one child who is not getting a good education because of the environment in which he lives, then I suggest there is something very important missing from the education of those of us who feel we have an education. Title I ESEA funds need not only be maintained, but they need to be increased.

Those are some conclusions reached in the 10 statewide hearings regarding title I.

In title II, which is the reimbursable program, there is a great deal of concern, but I will point out the positive aspects that we had from the 10 hearings.

No. 1, a paramount consideration we heard over and over was that title II ESEA provides for all children, rich, poor, academically talented, handicapped, public, and nonpublic.

We have only just begun. We are now becoming discriminate users of good materials; we have augmented our voice in the commercial industry by being able to choose from the best, and are therefore finding better products. If we lose title II, we will lose all the valuable work we have already done.

Title II ESEA has helped local districts keep pace with rapidly expanding technology.

Due to the maintenance of local effort clause of title II, local districts have maintained or increased local commitment to libraries.

Title II and the guidelines provided for its operation have provided the impetus for nonpublic schools to develop good libraries, staffed with professional librarians. The services inherent in a sound library program are just beginning to show. Support from the local area for these programs now comes from conviction rather than from directive.

One thing we heard out in the field is that people are afraid of the loss of Federal funds. Once you, in your wisdom, as Congressmen, have shown that these programs can do good, then the conviction sets in at the local level. They need to take a look at their libraries and do something positive.

Because I am from a rural area, I think this next point had a great deal of influence on me. Rural areas sometimes lack the services of public libraries, especially in parts of Illinois, and southern parts of Illinois which are becoming depopulated.

Title II has enabled rural schools to develop libraries that have benefited adults as well as children. I realize that was not the intention, but in some parts of Illinois there are no library facilities at all, and because of the fact that sometimes these adults go to school with their children, they will, especially during the off season in terms of farming, go in and spend some time in the library. Perhaps the material is not necessarily always for adults, but they have certainly gained something from it.

Some defects which were pointed out in terms of title II:

> Funding sometimes comes late in the year without the full amount being available.
>
> Two, legislation does not provide for facilities, staff, or equipment, which are necessary in addition to equipment for a balanced program.
>
> Three, a major disadvantage has been that it is a reimbursement rather than a grant program; sometimes a district has to resort to deficit spending in order to claim title II reimbursement.

This is true in some of our smaller districts which are under financial hardship.

Four, paperwork involved in preparing, executing, and reporting programs is sometimes inflexible and prohibitive. Federal programs such as title II have such little money that the necessary paperwork and the manpower needed to comply with the guidelines have resulted in small districts dropping out of the program.

Four recommendations which are summarized from the 10 hearings in regard to title II are the following:

Efforts should be made to reduce the lag between the time material is requested and actually received.

Two, equipment, as well as software, should be funded by title II.

Three, earlier approval date for the purchase of material should be given.

Four, arrangements should be made so schools can be assured of programs several years in advance, and thus be able to plan accordingly.

Title III, ESEA:

First of all, the positive accomplishments.

Title III has developed a climate for change and has played a major role in bringing about improvement.

Title III, ESEA, has given districts an opportunity to attack critical problems.

Title III funds permit trial and error research, ideas, and techniques that otherwise might never be undertaken for fear of failure. The fear of failure on the part of educators is one of their drawbacks.

Improvements in district programs would be impossible if not for title III, ESEA, funds.

On the school district accepting total cost of the program after Federal funds are withdrawn, there is testimony in the Chicago and Peoria hearings (for title III).

Title VI is represented by Mr. Wiley.

With regard to title VI, regional programs for low-incidence handicapped children, special education cooperatives, and school districts can document significant gains for children served under title VI.

Local school districts and special education joint agreements are experiencing budget reductions and can scarcely meet expenses for mandated programs presently in operation for the majority of their handicapped population, much less assume the burden of low-incidence program costs.

Remedial programs for handicapped children would be reduced, if not totally discontinued, if funding were to be terminated.

Adult education, which is the final area which I care to speak about, is represented by the president-elect of the Illinois Association of Adult Education.

This was one of the most interesting testimonies we heard at every site. Positive accomplishments in terms of adult education are the following:

The Illinois Department of Public Aid reports that in fiscal year 1972 more than 1,000 recipients from adult education centers were placed in jobs, resulting in a reduction in grants totaling $275,000 per month; an annual savings of $3.3 million.

In 7 years, more than 2,000 inmates of Illinois penal institutions have benefited from adult basic education programs.

Employers in general are enthusiastic about adult education centers and their students as employees, because the turnover is kept low by proper education and training along with realistic job counseling.

The testimony emphasized that adult basic education gives adults a chance to acquire skill training, obtain jobs, improve educationally and personally, get off welfare, get a GED certificate, and obtain self-esteem.

Much of the testimony from program participants indicates effects of adult basic education are of the following nature: Improve educational potential, improve employment potential, hope for the disadvantaged, a way out of the ghetto, better citizenship, higher self-esteem, and a second chance.

In the present job market, adult basic education is seen as a way to keep abreast and advance in employment for those who have a low level of educational achievement. It is also a means for many others to enter the world of work.

Testimony given emphasizes the needs of the target population, their hopes and accomplishments. Documentation of effectiveness in meeting the needs of the target population is evidenced throughout the testimony.

The mission of adult basic education program is to help people regardless of their particular interests, goals, or cultural background.

Disadvantaged mothers should be taught how to achieve goals which largely coincide with those of middle-class Americans. To withdraw support for this program will seriously hamper this aspect because many of the students have learned skills that they transfer to their children.

In a nationwide survey conducted in 1971 it was estimated that 21.2 million adults in the United States lacked reading skills at the "survival level," such as the ability to read the telephone book or fill out a simple job application.

Somehow it does not seem right to admit 400,000 immigrants to our country yearly without providing an adequate education program for them to learn our language.

The testimony points out that learning is like breathing, a life-long process. Further, that providing the opportunity for mature adults to continue to learn is a public necessity and public responsibility.

It is recommended that a more stable system of funding be established and the priorities be based upon national needs as well as State and local needs. To insure that national needs be met, there must be involvement by the Federal Government in the funding process.

Local and State needs are not always translated into national priorities, nor is the reverse true. It is, therefore, essential that adult basic education retain Federal support in order to continue its influence upon such national priorities as reducing the welfare rolls, reducing illiteracy, and rehabilitating the parolee and the disadvantaged.

Without Federal funds and support, adult basic education will not get its fair share of local and State funds. Should this happen, adult basic education will require a tuition program to continue to exist. As a result of the discontinuance of such a program by Federal funding, persons needing the education the most will be the ones least able to afford it and the least likely to attend. Adults presently in educational and occupational training would have to give up and remain on or revert to welfare.

Finally, the United States cannot afford to economize falsely on its most valuable national resources, the intellectual development of its citizens.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. I appreciate your testimony, giving the views of the various school administrations on parts of the Elementary and Secondary Education Act and the Adult Basic Education Act.

My first question would be: What do you think we ought to do in this coming fiscal year for the Elementary and Secondary Education Act as far as extending it? Should we just extend it as is, or do you think we ought to make some changes?

You are aware that we have used the 1960 census information up to the present time. If we extend it as is, we use 1970 census information.

Mr. SLINGSBY. First of all, the number of people who testified were parents and teachers who testified for the 14 others. I think it definitely should be extended. I think that is the first interest of the people in the field, that they have the money to continue. I think the sophistication out there is not as much as you might think, being back here in Washington. They are not concerned with the exact way the bill comes out.

I think there is perhaps some support for some of the things you have in your bill. However, I think there is a great feeling that this is not exactly the time.

We have a program in Illinois which we are going to introduce and try to get through the legislature to start in a statewide testing to find out what is really happening. However, we do not have that much sophistication.

I do have a suggestion, however, that I would like to pass on for both of you gentlemen, that perhaps the National Institute of Education, if your proposal is accepted by Congress, that they in turn grant money to States and perhaps to the U.S. Office of Education or on a contractual basis to set up and establish testing procedure, which I think would require some time to really come out and be practical.

I think that we have a difficulty right now and that we are trying to get the money to do what you are suggesting to start on a pilot project in Illinois. First of all, we have to get the money out of the State Legislature, which will be very difficult. Second, after we have finally secured the money from the legislature, it will take us a while to establish the school districts which would participate in the programs and then move in that direction.

So I am going around the question, I guess, but I think the main thing is we would like a continuation with certain modifications.

Mr. QUIE. Let me follow through on what you have suggested with regard to what the Illinois Legislature is doing. I understand the 1972 session passed a bill which would provide for distribution of $20 million, based on educational disadvantagement.

Mr. SLINGSBY. Yes, it was passed. I don't think it was ever distributed. There is a State program, yes, for educationally disadvantaged operating.

Mr. **Quie**. I was intrigued by the similarity of that legislation to what I have proposed doing 2 years down the pike. Is this what you are now awaiting?

Mr. **Slingsby**. Basically our proposal is now to come up with an Illinois assessment program in order to determine certain information, the difference in performance of students attending dual system and those attending single units, relationships between students' performance and expenditure level. In other words, to see if those districts which are spending more money, particularly in suburban districts, are showing greater differences.

Relationship between fiscal expenditure and student performance; and relationship between size and type of community and student performance; and difference between student performance of various racial groups.

So we are in a sense perhaps moving in that direction, but I think it is going to take us a while to come to that point.

Mr. **Quie**. I still don't quite understand what happened to that legislation. It amends article 14(b) of the school code to improve reading and mathematical skills of students who score in the 50th percentile and allocates for each student with an average daily, and so forth.

It has a provision for annual testing of students and assessing the results and appropriations $20,200,000.

Mr. **O'Neill**. We did sponsor a bill which would have established an assessment program, but I believe that was a pilot study. To be frank with you, I am not aware that there was a $20 million appropriation.

Mr. **Slingsby**. If it was, I don't think it was cleared completely. If it was, I think it was the type that the Governor has a veto to modify it.

Mr. **O'Neill**. It is correct that they have set up an assessment system based on national assessment standards similar to what you have in your bill, so they are examining it.

Mr. **Slingsby**. I am a little disturbed about the national assessment. I believe it was in the right to read. I was attending the Education Commission of the States recently in Michigan. One of their emphases was that they were going to look at literacy on a contract with the U.S. Office of Education, right to read, on the basis of their established samples. They were going to test literacy for those 17 years of age.

I find that a little bit difficult to understand, because in Illinois those who have problems with literacy drop out as soon as they finish their 16th year, which is compulsory attendance. So some of these things are a little difficult, also.

Mr. **Quie**. I know in that legislation that I referred to from the Illinois Legislature, you use the ages of 3 through 18 as a basis of determining who scores in the lowest 25 percentile.

Mr. **Slingsby**. We do have mandated special education, which I think is very significant.

Mr. **Quie**. As far as the national assessment using age 17, they want to find what happened rather than what is going to happen.

Mr. **Wiley**. I can comment on that early childhood aspect, although I am not familiar with any implementation of the $20 million program that you talked about, but it could happen without my knowledge because I am not involved at this point in general school administration.

We have in Illinois in effect mandated educational intervention beginning at age 3 for children who could be described as high risk probable failures, or at least minimal performance, by the time they reach kindergarten and first grade without some intervention.

We are just really in the beginning of implementing this kind of study of children. I was intensely interested in Dr. Parnell's emphasis on early childhood intervention because it parallels so closely what we have adopted now in effect in Illinois as a way to go.

We are using screening techniques and methods aimed at trying to identify first of all that high risk population which might initially be as much as 25 percent of the age 3 to 5 group, and then doing much more definitive individualized diagnostics on those youngsters and trying to program them accordingly.

If they have obvious and severe handicapping conditions, many of them are already in special education services. If they are more typically fitting the high risk category that I have described a while ago, then they will move into a preschool kind of experience, which is a misnomer, but they will move into an experience which will be calculated at overcoming whatever educational lag, developmental lag, cultural lag, may be apparent. Regardless of the cause, we will be attempting to achieve some remediation.

Mr. Quie. I would like to go back again to this question: What do you think we ought to do about extending the act for the next year or so? Did I hear you say that it really does not make much difference how much money Illinois receives for the program to keep going?

Mr. Slingsby. I am saying that the people who are school administrators are under unusual circumstances now in Illinois and that the Supreme Court overturned the personal property tax which helped, and as well as real estate taxes, at the local level. Therefore, I think they are more interested in their immediate concern to make certain that the money continues to flow through them from both the State and Federal sources, then they are in a formula.

For example, I threw out some of your ideas at the hearing. Some of them, I think, reacted that it may have merit, but their main concern is probably an overriding one that the Federal funds still continue to flow. And another issue was that they had difficulty at first, especially small school administrators and even some of the larger ones in Illinois, when ESEA was first enacted; and when you have a good thing going, they have ironed out many of the bugs in terms of title I and it is not perfect, but that tremendous tampering right now would set them back to where they were when the bill originated, when there were a great number of mistakes made.

So I think what they were saying when I tossed out some of the ideas you have in your bill, is that we should be looking at them but perhaps we should continue as we are right now, and start setting up pilot programs on that rather than to move completely toward it in the immediate future.

Mr. Quie. To show that I am of the same mind, I have proposed in my legislation that we wait 2 years before that went into effect, because you really can't expect a testing program to be implemented right away. People have to do the planning as to how much money they are going to receive.

So my question really did not go to that. My question went to what happens next year. If this Congress does nothing, then the present law extends automatically for another year, and the Appropriations Committee will pass legislation which undoubtedly will let that go into effect even though the administration has not said what their reaction is going to be.

I can't imagine them cutting out $1.5 billion from title I, ESEA, because they want to get a special revenue sharing passed before June 30.

I am interested in how a State like Illinois reacts, because if we do nothing, Illinois would increase from $75½ million this year, to $89 million. However, if we go to the Chairman's bill, which would prorate the State institutions for the handicapped and hold every district harmless, you would drop down to $65½ million. You would lose $10 million there.

If we went to the administration bill, which isn't going to pass, you would be held harmless in the State for 1 year only. The proration of the State institutions, then, would mean additional money for some of the local school districts. In 1975 you would drop down to $71 million under the administration formula.

So the decision will have to be made, because $10 million is a lot of money.

Mr. SLINGSBY. One of the problems title I directors have is obtaining census data so we get valid assessments. I have called Minnesota and some of the other States, your State Department of Education, and they also feel they are getting conflicting data in terms of what to do about 1970 census figures and how they will affect their States.

So far at the State level, those who are responsible to convey from the State department to Washington are still very much in a period of uncertainty because we don't feel that we have the proper census data, and our title I people in both States, at least in the State of Minnesota which you are familiar with, and the State of Illinois, we cannot answer that the way we should at this time.

Mr. QUIE. My State loses money under that census information. What I would like to know is how Illinois feels about it. I have not gotten the same information from Minnesota which is losing money that you have said here—they really don't care much about formula, if they can keep it going. The fact they will lose $3 million doesn't bother me so much, and the fact you will gain doesn't bother you very much.

Mr. SLINGSBY. There is a tremendous loss as to what takes place at the State level and what takes place at the local level. What I was conveying is what the local school administrator——

Mr. WILEY. First, title VI in Illinois has been excellent in that very early the State chose to eliminate any kind of competitive approach to it, and it happened that we were in an organizing method of structuring our local school district to meet educational needs, which provide a convenient vehicle for distributing title VI resources on a statewide basis and concentrating them on low-incidence handicapped, those with visual and hearing impairments, or severe multiple impairments.

And we certainly have seen a tremendous growth in local educational services for this kind of child, both in quantity and quality, that could not have occurred anywhere near that rapidly without the assistance of title VI money.

If we lose the title VI, obviously we are going to lose some quality in this kind of program and we run the risk of losing quantity, in spite of the fact that technically we are mandated to provide this education.

The mandate does not always provide the money, and obviously the pressure to cut back, if we lose this resource, is going to be great.

I think we ought not lose sight of the fact that we are in these programs educating hundreds of youngsters at least as effectively as it can be done in tax-supported residential institutions, which was the only alternative a few years ago for most of these youngsters, and we are doing it at the very most at 50 percent or less of the cost in tax funds by educating these children at home.

So we are intensely interested in a continuation of the title VI support.

Mr. QUIE. Title VI–B has only $37½ million to be distributed around the country. Why don't you use title I money for those children?

Mr. WILEY. Because the identification of children does not fit well with our definition of special education clients in Illinois, and many children who would qualify for title I are also special education children, but there are more who qualify as title I clients who would not meet the State-established criteria for special education services.

It becomes administratively a difficult thing, because special education for most of Illinois is administered through clusters of school districts and not through individual districts, whereas title I, of course, is a district kind of program.

Mr. QUIE. That is a part of the unfairness of the law because there is a tremendous need for special education and title VI only has $37½ million. That is seed money to get programs started. It really is not ongoing support.

Mr. WILEY. There is a need there. Illinois is unique in this respect. We are implementing and mandating educational services for all kinds of exceptional children right at the period when the tax crunch and local funding resource is in as great a bind as it has ever been.

We hear superintendents and boards of education in all sincerity saying to us, "We know there is a great deal for special education and we know these programs should have quality, but we literally hurt internally when we see ourselves mandated to support what appear to be deluxe programs and quality in special education for a comparatively few children when we are struggling to maintain what we see as minimum standards of quality in some of our general education."

So it would not solve the problem simply to make more Federal dollars available for special education, particularly when it is so intimately operating with local public education, which is what it should be.

Mr. QUIE. You say it would not help?

Mr. WILEY. It would not solve the problem, because I don't want to see us get away from keeping the education of the exceptional child essentially the responsibility of the local education unit. I think clearly we are doing more for these youngsters educationally and sociologically by far by meeting their needs in communities than we would by institutionalizing them and, as I said a while ago, we are doing more for less tax dollars than we would by institutionalizing them.

So I don't want to see any pressure which would tend to separate special education children and programs from general education.

Mr. QUIE. If you institutionalize them in State institutions, you get the money off the top in title I. I agree with the Chairman we should quit doing that. In my bill you would be giving the money off of the top as presently and it seems to me that is an inducement to putting them in State institutions.

Would you favor a pro rata reduction for aid to handicapped in the State institution the same way as you do to local school districts under title I?

Mr. WILEY. If I follow that, yes, I think I would. One of our problems still in Illinois, and I don't know if this relates to the question too well, is the fact that if our deaf and blind students go to either of the State maintained institutions, then the local school district is relieved entirely of any direct cost for educating this youngster.

If we keep him at home, the local district is taking on an additional direct burden out of its own resources.

Chairman PERKINS. I have one question. Under special revenue sharing, there is a fifth category of funding for six programs—adult education, title III, ESEA, school lunch, library books and equipment, and aid to State departments of education. But three of these programs have no funds in the budget and the other three have only the same amount as last year. So if the State wants to fund programs in the three areas without money in the budget, it has to take it away from someone else.

What is your reaction to that?

Mr. SLINGSBY. The reaction was as you would suspect: an extreme disbelief that this could even be proposed and it would turn into a political power struggle back at the State level, and those who were not politically sophisticated, and I don't mean to imply this to the young woman on the right, but that adult basic education is not strong enough to speak for those as a group.

Title II does go to library services and does go to every district in the State as well as most nonpublic schools, and would certainly be assured of getting their share because of the tremendous pressure.

So I would say that there was, first of all, no support at all. We anticipate there will be some support for the revenue-sharing proposal, but as soon as we brought up questions that you brought up, the support evaporated.

Chairman PERKINS. Thank you very much.

We will recess until 9 o'clock Wednesday.

[Statement and letter submitted by Mr. Slingsby follows:]

On January 31st, fourteen major Illinois education organizations met in Springfield with staff of the Office of the Superintendent of Public Instruction to consider the role of federal assistance to education and the success or failure of Illinois in meeting the promise embodied in the Elementary and Secondary Education Act of 1965. Although a glance at the organizations might lead observes to conclude that some could be expected to endorse categorical aid, the majority harbored no ideological or partisan preference as to the form of federal assistance. The central urge was to contribute to a thoughtful consideration of the best means of providing for Illinois education.

What cannot be denied, however, is that these educators met at a time when results of federal education initiatives were clouded by assertions that state and local education agencies had failed to keep faith with a Congress which had provided for the educational advancement of the nation's schoolchildren. The really legitimate questions to be asked are: "What are Illinois school districts accomplishing with federal dollars?"; "How can this aid be distributed to assure maximum impact and results?"; and "Has federal 'seed money' achieved results which now allow local districts to assume the full burden of finance?".

These questions could have been addressed with a formal research design and study. The groups decided that the Congress was not "Study" poor; Congressmen have many research resources from which they can draw information. The most valuable evaluation, it was decided, was to ask taxpayers, school board members, teachers, administrators, parents, and current as well as former students to assess the value of these programs. They are the constituents who are most qualified to suggest reforms.

TABLE 1.—*Summary of participants*

Oral testimony	781
Written testimony	1,545
Petitioners	1,656
Observers	639
Total	4,621

Given the short time to prepare for hearings, the response was tremendous. Ten major Illinois population centers were targeted for hearings. Actually, the first three sites were agreed upon early and the remaining seven hearings were an outgrowth of public pressure to be heard (see Table 2 for a list of the sites). The hearings lasted ten hours each and the panel heard from over 2300 participants who presented oral or written testimony.

TABLE 2.—*List of hearing sites*

Chicago
Peoria
Quincy
Springfield
Carbondale
Rockford
Elmhurst
East St. Louis
Rock Island
Champaign

What remains to be conveyed in this introduction is the "flavor" of the oral testimony of 781 witnesses. There were many who spoke eloquently of the success of these programs. Others expressed convictions which became recurrent themes throughout the testimony:

1. Late Federal funding disrupts local planning and delays implementation of local programs.
2. The squeeze of local financial resources will not permit localities or States to assume the full finance burden of "Seed Money" programs (e.g. Title II).
3. Fear of curtailment or termination of services should Federal assistance be withheld or reduced.
4. Fear of the loss of experienced teachers.
5. Uncertainty regarding rumors of an abrupt change in the Federal education delivery system combined with a conviction that ESEA evaluation techniques have improved to the point where educators can suggest needed reforms. Some expressed concern that a major shift in delivery patterns would duplicate the early "Wheel-Spinning" of ESEA.

It would be unfortunate if this introduction left readers with the impression that Illinois educators and the publics they serve are fearful about the future of education. The overwhelming majority had success stories to convey, and if the hearings served no other purpose, they alerted local citizens to the importance of the Federal role in education and the extent to which Congress has provided for the educational progress of their children.

STATE OF ILLINOIS.
OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION,
Springfield, Ill., April 16, 1973.

HON. CARL D. PERKINS,
House of Representatives,
Rayburn House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: I would like to again thank you for offering me the opportunity to testify before the General Education Subcommittee, House Education and Labor Committee on Monday, April 9, 1973 concerning the ten statewide hearings conducted in Illinois. The vast majority of those testifying at our hearings were in support of your bill, H.R. 69. Following my testimony, Congressman Quie commented that his bill, H.R. 5163, was modeled after the Illinois bill H. 4555. This caught me by surprise as I was totally unaware of such a bill. My lack of knowledge of such bill can be partially explained due to the extremely short life of this bill, H. 4555. The bill was introduced in the House of Representatives of the Illinois General Assembly on April 24, 1972 for its first reading. On April 25, 1972 it was assigned to the Committee on Education, Elementary and Secondary Education Division. On May 5, 1972 it received the recommendation "Do Not Pass" and was tabled.

Congressman Quie is correct in that the bill did provide for a state funded program to improve the reading and mathematics ability of pupils who score at the twenty-fifth percentile or lower. It allocated $100 for each such pupil in districts where more than 15% of the pupils in average daily attendance score at such level or lower. It included provision for annual testing and reporting of results. It also called for an appropriation of $20,200,000 and was slated to become effective July 1, 1972.

I would appreciate having the following statement included in my testimony before your committee:

"A major problem with federally funded projects is the amount of paper work required particularly in applying for federal funds. This proposes a very severe burden on superintendents of small districts. Therefore, I would like to recommend that new legislation for the extension of the Elementary and Secondary Education Act provide for a single application form for all federally funded programs."

I enjoyed meeting you and wish you continued success in your fight for sound federal education legislation.

Sincerely yours,

EMMETT J. SLINGSBY,
Assistant Superintendent,
Department of Federal Relations.

[Whereupon, at 11:35 a.m., the subcommittee recessed, to reconvene at 9 a.m., Monday, April 16, 1973, in room 2175.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

MONDAY, APRIL 16, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:15 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Steiger, and Peyser.

Chairman Perkins. The committee will come to order.

A quorum is present. Dr. Ottina, we are delighted to welcome you here. Before you begin, I would like to include in the record at this point a copy of the letter I sent you on April 11, inviting you to appear here today, and listing the questions we would like your testimony to cover.

[The letter referred to follows:]

April 11, 1973.

Dr. John Ottina,
Acting Commissioner, Office of Education,
Washington, D.C.

Dear Dr. Ottina: The General Subcommittee on Education would like to invite you to testify before us on Monday, April 16th at 9:00 a.m. in Room 2175, Rayburn House Office Building, on the Administration's plans for the programs and personnel of the U.S. Office of Education during the remainder of fiscal year 1973 and for fiscal year 1974 and beyond.

In particular, we would like you to answer the following questions:

(1) Have you notified, either orally or in written form, any personnel presently employed in the Office concerning termination of employment or transfer to a regional office or transfer to a different division within the Office to take effect before July 1st of this year? If so, could you provide the Subcommittee with the names of such people and the reasons for such terminations or transfers?

(2) What are the Administration's plans for the Office after July 1st of this year assuming that the Better Schools Act passes? To be specific, how many people will remain in the Office after the enactment of the Better Schools Act and what will be their functions? Also how many people will be terminated and how many people will be transferred to other units of H.E.W., either in Washington or in regional offices?

(3) If the Better Schools Act does not pass by July 1st, what are the Administration's plans for personnel presently employed in the Office? If any are to be terminated or transferred to other divisions of the Office or of H.E.W., either in Washington or in regional offices, could you provide us with the names of these people and with the reasons for their terminations or transfers?

(4) What are the Administration's plans for the personnel presently employed in administrating programs not included in the Better Schools Act, but nonetheless requested to be terminated under the Administration's budget for the Office for fiscal year 1974? If any of these people are to be terminated or trans-

ferred as described above, could you provide us with their names and the reasons for their terminations or transfers?

(5) Could you describe in detail any plans leading to increased administration of Federal programs in the regional offices of the Office to take effect this year or next year? To be specific, could you tell us how many new people will be employed in these regional offices, how many will be transferred from the Office of Education in Washington, and what will be the enlarged responsibilities of the regional offices?

In addition to these questions, could you also tell us how many contractees have been notified that their contracts will not be renewed for the next fiscal year because of budget uncertainties?

Lastly, could you tell us whether the Office plans to notify the States and local educational agencies presently receiving assistance under the programs proposed to be terminated under the budget for fiscal year 1974 or proposed to be consolidated under the Better Schools Acts of continued Federal support after June 30th? Since it is too late in the present fiscal year to expect Congress to pass the Better Schools Act and since it is most likely that an appropriation bill will not be enacted before July 1st, do you intend to assure the States and local educational agencies of continued support for these programs until Congress disposes of the Better Schools Act and of the budget?

I hope that you will be able to provide the Subcommittee with answers to these questions and to provide us with any other information that you deem relevant to our concerns. Thank you very much in advance for your cooperation and I look forward to hearing your testimony on Monday.

As usual the Subcommittee would appreciate receiving 35 copies of your testimony on Friday at 9:00 a.m. in B-346-C, Rayburn House Office Building. The Subcommittee will follow its normal rule requesting witnesses to summarize their testimony instead of reading verbatim.

Sincerely,

CARL D. PERKINS, *Chairman.*

Chairman PERKINS. Dr. Ottina, without objection, your prepared statement will be included in the record at this point and you may proceed in any manner that you desire.

STATEMENT BY JOHN OTTINA, U.S. COMMISSIONER OF EDUCATION-DESIGNATE

Mr. Chairman and Members of the Subcommittee: I appreciate the opportunity to appear before you today to discuss the Office of Education's future plans for personnel assignments and decentralization. Since there has been widespread confusion and misinformation concerning our staffing situation, I welcome the opportunity to clarify for the Subcommittee our plans for Fiscal Year 1974.

First, I think it is important to consider the substantial changes in the programs and organizational structure of the Office of Education which have occurred in the past year. Chart A, a copy of which is appended to my testimony, summarizes the major actions, Congressional and administrative, taken since last June. It is the magnitude of these changes that has forced us to rethink our ideas concerning the Office of Education's organizational structure.

The Education Amendments of 1972, P.L. 92-318, mandated several changes in the Office of Education. The creation of the National Institute of Education moved major responsibility for educational research and development from the Office of Education. With this change in responsibility, three structural units in the Office of Education which has been concerned with research, development, and dissemination were moved to NIE. These three units were the National Center for Educational Research and Development, the National Center for Educational Communication, and the Experimental Schools program. Not all of the personnel of these units were transferred to NIE, but the functions that they had performed were no longer performed in the Office of Education.

The Education Amendments of 1972 also created an Education Division, headed by an Assistant Secretary for Education and composed of the Office of Education and the National Institute of Education. The establishment of the Office of the Assistant Secretary for Education and the transfer of the Federal Interagency Committee on Education to that Office has caused us to adjust the functions of a number of staff offices in OE.

P.L. 92–318 altered a number of existing organizational structures within the Office of Education and changed the function of others. The Teacher Corps, which had reported to the Deputy Commissioner for Development, was statutorily required to report to the Commissioner of Education. A new Bureau of Occupational and Adult Education headed by a Deputy Commissioner was created by Title X. This new Bureau was given the responsibility for all vocational, occupational, adult, and continuing education programs and manpower training programs within the Office of Education. Title X also created a Community College Unit with wider coordinative powers than the existing Office of Education unit, which was located in the Bureau of Higher Education.

Prior to the enactment of P.L. 92–318, the Office of Education's primary focus for Indian education had been the Office of American Indian Affairs, located in the Office of Special Concerns. The Education Amendments of 1972 created a Deputy Commissioner for Indian Education who, when appointed, will administer the Indian Education Act. The National Advisory Council on Indian Education will advise the Commissioner concerning any Office of Education program in which Indian children and adults participate and from which they can benefit. Besides the organizational changes I have just outlined, P.L. 92–318 created two major new programs—the Emergency School Aid program and the Basic Educational Opportunity Grant program. Both of these programs represent high national priorities in the field of education. We have, in making the ESA and BEOG programs operational, had to adjust staff and structure in OE in order to administer them efficiently and to provide proper technical assistance to potential applicants in the regions.

As you know, the Administration is proposing to consolidate some 30 existing categorical programs in the area of elementary and secondary education. The Better Schools Act of 1973, H.R. 5823, would replace these formula grant programs currently administered by the Office of Education, with an automatic formula for the distribution of Federal aid in five broad national areas—education of the disadvantaged, education of the handicapped, vocational education, education of federally connected children, and supporting materials and services. Decision-making would be shifted from the Federal government in Washington to State and local educational officials. Naturally, such a sweeping change in the Federal approach to aid to elementary and secondary education will have implications for the programs and personnel of the Office of Education.

Units affected by the enactment of the Better Schools Act will include the Bureau of Education for the Handicapped, the Bureau of Occupational and Adult Education, and the Bureau of Elementary and Secondary Education (including those units responsible for administering Titles I and III, ESEA, and impact aid).

Finally, the President's Budget for Fiscal Year 1974 requests the termination or gradual phase-out of a number of other Office of Education programs. These include the Follow Through and Title V, ESEA programs in the Bureau of Elementary and Secondary Education, some of the programs in the Bureau of Higher Education, the library programs of the Bureau of Library and Learning Resources, and several programs currently administered by the National Center for the Improvement of Educational Systems—dropout prevention, drug abuse education, environmental education, and nutrition and school health programs.

Chart B shows the effect, in terms of Office of Education positions, of the passage of the Better Schools Act. As you will note, the total projected decreases in Headquarters and Regional OE staff total 407 positions. This figure is partially offset by the increase of 112 positions required to administer the Better Schools Act. Thus, the net decrease in positions required by the consolidation of our formula-grant programs, and the move to a system of education revenue sharing is 295 Office of Education slots.

Chart C shows the other decreases in positions we project reflecting the President's Budget request for the termination and phase-out of the programs I just mentioned. We anticipate a total of 233 positions will become unnecessary as a result of our Fiscal Year 1974 Budget request.

Let me hasten to add that these are decreases in *positions*, not necessarily decreases in *people*. The Office of Education's authorized personnel ceiling for Fiscal Year 1974 is 2,760 positions. As of the 23d of March, 1973, we actually had 2,620 persons employed by the Office of Education, both in Headquarters and in the Regions. Therefore, we do not anticipate a reduction in force in the Office of Education as a result of enactment of the Better Schools Act or the termination or phase-out of other categorical programs. There will, of course, be some movement of personnel among programs in the Office of Education as a result of program changes. There will also be some reduction of Headquarters staff and increases at the Regional level, to reflect the shift in program responsibility. As the chart shows, Headquarters staff will be reduced by 124 positions during the course of Fiscal Year 1974. The majority of increased Regional Office staff will come from additional hiring at the Regional level.

Finally, chart D shows a typical staff reduction for a program proposed for phase out during Fiscal Year 1974. As you will note, the reduction in the number of positions is gradual during the program year. There is no sudden and dramatic drop-off of positions on July 1. Rather, as program operations wind down, and fewer personnel are needed to continue with residual responsibilities, opportunities will be found for those persons in other Office of Education programs needing additional personnel.

I hope through this presentation I have given you some insight into the plans of the Office of Education as it prepares to administer its programs in Fiscal Year 1974.

I would be happy to answer any questions that you might have.

USOE-Units Transferred of Affected

I. *By creation of NIE:* (1) NCERD, (2) NCEC, and (3) Experimental Schools.
II. *By creation of ASE:* (1) FICE, (2) IOC*, (3) DCER*, (4) OPA*, (5) OL*, (6) DCM*, (7) OA*, (8) OPBE*.
III. *By Public Law* (excluding ASE and NIE): (1) Teacher Corps (from DCD), (2) OSC/OAIA (to DC/IE), (3) BAVTE (to DC/OAE), and (4) Community College Unit.
IV. *By creation of New Programs:* (1) ESA, (2) BEOG.
V. *By BSA (ERS) Proposal:* (1) BEH*, (2) BAVTE (DC/OAE)*, (3) BESE*, ((A) DCE* [ESEA I], (B) DSAFA*, (C) DPSC).
VI. *By proposed reduction or phase out (73 & 74 Budget Request)*:(1) BESE* ((A) DCE* [Follow thru] (B) DSAC [ESEAV]), (2) BHE* ((A) DSA* (B) DAF* (C) DUP*), (3) BLLR, (4) NCIES*, (5) Dropout Prevention* (6) Drug Abuse*, (7) Environmental Ed., and (8) Nutrition & Health.

NIE—National Institute of Education.
NCERD—National Center for Educational Research and Development.
NCEC—National Center for Educational Communication.
Experimental Schools.
ASE—Assistant Secretary for Education.
FICE—Federal Interagency Committee on Education.
IOC—Immediate Office of the Commissioner.
DCER—Deputy Commissioner for External Relations.
OPA—Office of Public Affairs.
OL—Office of Legislation.
DCM—Deputy Commissioner for Management.
OA—Office of Administration.
OPBE—Office of Planning, Budget and Evaluation.
DCD—Deputy Commissioner for Development.
OSC/OAIA—Office of Special Concerns/Office of American Indians Affairs.
DC/IE—Deputy Commissioner for Indian Education.
BAVTE—Bureau of Adult, Vocational and Technical Education.
DC/OAE—Deputy Commissioner for Occupational and Adult Education.
Community College Unit.
NCAC/ME—National Center for Adult Continuing and Manpower Education**.
NCOV/TE—National Center for Occupational Vocational and Technical Education**.
ESA—Emergency School Assistance.
BEOG—Basic Education Opportunity Grants.
BSA—Better School Act.

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* = partial; partial includes both transfer of people and/or transfer of function but for less than the entire unit.

** Tentative titles for units in DCOAE.

ERS—Educational Revenue Sharing.
BEH—Bureau of Education for the Handicapped.
BESE—Bureau of Elementary and Secondary Education.
DCE—Division of Compensatory Education.
ESEA I—Elementary Secondary Education Act I.
DSAFA—Division of School Assistance in Federally Affected Areas.
DPSC—Division of Plans and Supplementary Centers.
Follow thru.
DSAC/ESEA V—Division of State Agency Cooperation/Elementary Secondary Education Act V.
BHE—Bureau of Higher Education.
DSA—Division of Student Assistance.
DAF—Division of Academic Facilities.
DUP—Division of University Programs.
BLLR—Bureau of Libraries and Learning Resources.
NCIES—National Center for Improvement of Educational Systems.
Dropout Prevention.
Drug Abuse.
Environmental Education.
Nutrition and Health.

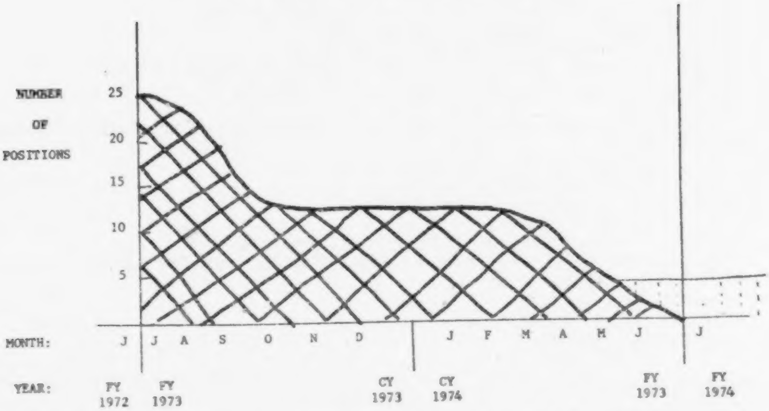
Decreases in positions, fiscal year 1974 requests resulting from BSA (ERS) proposal

DCSS:	
BESE	220
BEH	18
DCHE: BLLR	6
DCOAE	3
NC-AC&ME	5
NC-OV&TE	35
DCD: NCIES	27
Total, headquarters	314
Regional offices	93
Total, decreases	407
Total increases for BSA (includes 87 in regions)	112
Net decreases for BSA (includes 6 in regions)	295

DECREASES IN POSITIONS—FISCAL YEAR 1974 REQUEST (RESULTING FROM OTHER PHASEOUTS AND DECREASES)

	Programs phasing out	Programs decreasing	Reduced support	Total
DCSS: Follow through	9			9
DCHE:				
Higher education	45	6		51
Libraries	33			33
International Education	21	6	4	31
DCD			21	21
NCIES	53			53
National priority programs	12	10		22
DCER			1	1
DCPEM			12	12
Total	173	22	38	233

TYPICAL STAFF REDUCTION FOR PHASE OUT PROGRAM



Chairman PERKINS. We are concerned about the operation of the educational programs administered by the Office of Education, and we are concerned about the effect of the administration of the programs such as vocational education and Elementary and Secondary Act. I understand that you have already made plans and sent out some notices as to cutbacks and layoffs in staff. Am I correct in that statement?

STATEMENT OF DR. JOHN OTTINA, U.S. COMMISSIONER OF EDUCATION-DESIGNATE, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Dr. OTTINA. No, sir, there have been no notices of layoffs whatsoever, Mr. Chairman.

Chairman PERKINS. What notification have you given to the regional offices in connection with cutbacks, specifically with reference to the administration of the vocational educational programs?

Dr. OTTINA. There have been no notifications to the regional offices at all. Mr. Chairman, I wonder if perhaps I might just briefly summarize a series of events that takes us to the point that we are at today. Perhaps that will help clarify some of the questions.

Chairman PERKINS. Well, go ahead.

Dr. OTTINA. What I would like to present to you this morning, Mr. Chairman, and members of the committee, is a sequence of events that started about a year ago which affects the Office of Education directly. This sequence is the background to some of our planning that we are in the midst of as of today, that the Chairman was asking about. First of all, this chart characterizes the Office of Education organization in early 1972. As you can see, it is set up into areas that we call deputyships, one for school systems, one for development, one for higher education, one for external relations, and one for management.

Now in the period of about June and July 1972 a set of authorizations was passed which established the National Institute of Education. That removed from the Office of Education the entire function and unit that was the National Center for Education Research, the

National Center for Educational Communications, the experimental schools project, and some small functions associated with each of these other designated areas. In actuality 174 personnel slots were lost from the Office of Education and transferred to the new National Institute of Education.

That law also established an Assistant Secretary for Education. In creation of this office, a number of other functions were affected in terms of the personnel that they had, as well as the complete transfer.

Chairman PERKINS. Is this all based on your assumption that Better Schools Act will pass?

Dr. OTTINA. No, sir, this is the law that was passed last June. It was signed into law June 23, 1972—Public Law 92-318.

Chairman PERKINS. Of last year changes?

Dr. OTTINA. These are all changes that are required by law that is already in existence, Mr. Chairman. Some 59 positions were affected in that particular transaction. In addition, that law that was passed mandated two additional deputyships. One was for occupational and adult education and removed these programs and this bureau under the Deputy Commissioners for School Systems and placed it under that authority. It also established Deputy Commissioner for Indian Education. It established that the Teacher Corps would not report in this fashion, but would report to the Office of the Commissioner directly. And it affected a couple of other units in the sense that it established a unit for consumer affairs and one for community colleges.

These are again all included in the law that was passed. That law also established two rather large new programs, among others, but two rather large ones that affected our organization. One is the basic educational opportunity grant in higher education, a form of student assistance. One is emergency school aid, which was the unit that was formed under the Deputy Commissioner for School Systems.

Now all of these changes were directly as a result of a law that has been passed. In a small way some of these changes have been effected in the Office of Education, but the organization has not been looked at as a whole to see what the impact of these changes would mean. For example, as one looks at this deputyship, you will see that it was greatly affected by the passage of this law. We have not looked at that deputyship and asked ourselves whether these functions should remain as a deputyship or should be administered somewhere else. To get to the question that you were asking, Mr. Chairman, if we had a Better Schools Act, these units in general would be affected, and we would need to make changes in our staffing and our set of responsibilities as a result of passage of that particular legislation.

In addition, the fiscal year 1974 budget requests a number of programs to be phased out in 1974. These are shown in red. The point that I am trying to make, Mr. Chairman, is that there has been in the last year a number of changes, some of them already in law, some of them contemplated, which require that the Office of Education look at its organization, look at its pattern and begin to lay plans concerning how it should adjust its structure to take into account not only proposed changes, but changes that have already occurred.

Chairman PERKINS. Well, under the present law how many employees will have jobs as of June 30 this year, assuming that nothing is done from an authorization standpoint?

Dr. OTTINA. Our proposal in the budget for 1974 requests 2,760 positions. That takes into account both of the contemplated changes that I have suggested. That represents a slight increase over our 1972 level of 2,687 positions. So there would be no positions, no people that would lose their jobs, Mr. Chairman.

Chairman PERKINS. Let me ask you again. Have you notified, either orally or in written form, any personnel presently employed in the Office concerning termination of employment or transfer to a regional office or transfer to a different division within the Office to take effect before July 1 of this year? And if so, could you provide the subcommittee with the names of such people and the reason for such terminations or transfers?

Dr. OTTINA. Yes, sir, if I may answer those as three questions. We have advised no personnel of a termination at all. We have advised personnel that because of increased responsibilities in new programs that have been authorized, that we would require additional staff in some programs. We have identified personnel from areas which we feel do not presently require the numbers of staff that have been assigned to them and have notified them of a transfer or a reassignment.

I have a list of those people before me and I would be pleased to submit that for your record.

[The list follows:]

MANAGEMENT REASSIGNMENTS FROM DCD

1. The following 41 individuals from DCD have been selected for management reassignment to DCHE:

Name	*Organization*
1. Kenneth Brown	NCIES
2. Richard Carlson	DCD
3. Floyd Davis	NCIES
4. Marguerite Follette	NCIES
5. Moses Giddings	NCIES
6. Doris Gunderson	NCIES
7. James Rogers	NCIES
8. George Sealey	NCIES
9. Donald Sharpes	NCIES
10. Loretta Wawrzyniak	NCIES
11. Charles Foster	NCIES
12. Russell Graves	NCIES
13. Alfreda Lieberman	NCIES
14. Edie Wilson	NCIES
15. Nadine (Brickett) Edles	NCIES-DCD
16. Katherine Castilla	NCIES
17. Anne Collins	NCIES
18. Harry Goldman	NCIES
19. Lorna Polk	NCIES
20. Jo Ann Balton	NCIES
21. Lynn Seegars	NCIES
22. Laurel Warner	NCIES
23. Brenda White	NCIES
24. Wray Miller	DCD
25. Gwendolyn Malone	NCIES
26. Mary Ann Nelson	NCIES
27. Bernadette Herbert	NCIES
28. Edith Braxton	NCIES
29. Isaiah Ferguson	NCIES
30. Sheila Gary	NCIES
31. Jane Jones	NCIES
32. Mary Brunson	NCIES
33. Mildred Chase	NCIES
34. Rudolph Dickerson	NCIES
35. Laverne Johnson	NCIES
36. Joan DeSantis	NCIES
37. Sarah Price	NCIES
38. Vernelle Roberson	NCIES
39. Michiele Shaw	DCD
40. Denise Washington	DCD
41. Edith Dill	NCIES

THIRTEEN INDIVIDUALS FROM NCIES TO REGIONS

The 13 individuals who were transferred from DCD to OROC were volunteers for transfer of function. Hence, there is no official letter of transfer. All signed agreement to transfer, but this agreement is filed in the Official Personnel File in the Region Office.

TRANSFER OF DCD SLOTS TO OROC

To implement the decentralization of three NCIES programs, 13 permanent positions are to be transferred from DCD to OROC. Eleven of these are being transferred with incumbents. Grade points to be transferred to OROC are also indicated.

Region	Incumbent	Series and grade	Grade points	Position No.
I. Boston, Mass.	Jewell Chambers	301–12	12	1852
II. Philadelphia, Pa.	Vacancy		6	1899
III. Atlanta, Ga.	William Wilder	1720–14	14	1858
	Robert Fillion	1720–13	13	1881
IV. Chicago, Ill.	Kay Henry	1720–13	13	1927
	Vacancy		6	1580
V. Dallas, Tex.	Earl Schubert	1720–15	15	1841
	Roberto Oliveras	1720–13	13	1890
	Eileen Lehman	301–13	13	1823
VI. Kansas City, Mo.	Gerald Randall	1720–14	14	1924
VII. Denver, Colo.	Esther Nichols	1720–13	13	1862
VIII. San Francisco, Calif.	Robert Mulligan	1720–15	15	1907
IX. Seattle, Wash.	Hyrum Smith	1720–15	15	1923

Emergency Schools Transfers to Regions: Dr. Marie Barry—GS–13—Philadelphia, Dr. Edward Brown—GS–14—Atlanta, Mr. Melvin Johnson—GS–15—Philadelphia (Medical excuse), Mr. Benjamin Norris—GS–13—Atlanta, and Dr. Robert Skaife—GS–14—Dallas.

Dr. OTTINA. But none are being terminated, Mr. Chairman.

Chairman PERKINS. Now, if that is correct, did you agree to rescind this cutback after consultation with the union and have you agreed not to require any staff reduction in the bureau before June 30?

Dr. OTTINA. There has never been any intent whatsoever, Mr. Chairman, to have a reduction in force or a termination of personnel.

Chairman PERKINS. Regarding the Bureau of Libraries?

Dr. OTTINA. There has never been an intent in any bureau that I am aware of to reduce via a reduction in force or termination of personnel any personnel before the 30th of June 1973.

Chairman PERKINS. What are the administration's plans for the Office after July 1 of this year, assuming that the Better Schools Act passes? To be specific, how many people will remain in the Office after the enactment of the Better Schools Act and what will be their functions? Also how many people will be terminated and how many will be transferred to other units in HEW either in Washington or in regional offices?

Dr. OTTINA. Our request to the Congress for 1974 contains our staffing based upon the assumption that the Better Schools Act is in place. The number that I cited earlier, 2,760, are the number of positions that we are requesting in total to manage and administer the programs that the Office of Education is responsible for. That would require a reassignment of some personnel from different units, but in no case do we anticipate any terminations or reductions in force.

Mr. Chairman, we have a list——

Chairman PERKINS. Let me state this. My understanding is that there are presently 70 employee positions in the National Center for Occupational Vocational and Technical Education. It is also my understanding that the Office of Management and Budget has approved only 36 positions for the National Center for fiscal year 1974. Is this correct? And if so, when do you intend to eliminate the 34 positions not allowed by the Office of Management and Budget? As I understand it, these positions would include the personnel responsible for administering basic grants, vocational education, work study, occupation education, among others. Is that correct?

Dr. OTTINA. If I understand your statement, Mr. Chairman, no, sir. I believe that you have two different bureaus in your question. One of them is the National Center for Adult Continuing Education in the organization.

Chairman PERKINS. I am not talking about that. I am talking about the occupational bureau.

Dr. OTTINA. They do not administer, if I understood the last part of your question, the basic opportunity grants at all.

Chairman PERKINS. What is the proposed cutback in that bureau?

Dr. OTTINA. Which one, Mr. Chairman?

Chairman PERKINS. Occupational education.

Dr. OTTINA. It is not as yet a formally established bureau. It is as I showed in the first chart, because of the passage of Public Law 92-318, under the responsibility of the Deputy Commissioner for Occupational and Adult Education. No positions were decreased in forming that, but in fact in 1973 some additional positions were added to this to administer the law as it was stated. So in 1973 there was an increase in the deputyship for occupational and adult education as a result of Public Law 92-318.

Now, looking at 1973 the Better Schools Act as proposed would affect that particular organization as shown there by the green in that sum of those programs are programs which would become part of the Better Schools Act. There would be a number of positions that we would propose to reduce that organization by with the advent of the Better Schools Act. That number happens to be, I believe, I would have to add up some numbers, Mr. Chairman, and I will be pleased to supply that for the record, but there are decreases proposed as a result of the Better Schools Act.

[Information follows:]

DEPUTY COMMISSIONER FOR OCCUPATIONAL AND ADULT EDUCATION

	1973				1974				Difference			
	H.Q.		Regions		H.Q.		Regions		H.Q.		Regions	
	S. & E.	Other[1]	S. & E.	Other[1]	S. & E.	Other[1]	S. & E.	Other[1]	S. & E.	Other[1]	S. & E.	Other[1]
Immediate office	19	7			16	7			−3			
National Center for Adult, Continuing, and Manpower Education	25	52	19	40	20	52		40	−5		−19	
National Center for Occupational, Vocational, and Technical Education	83	3	46		52	3			−31		−46	
Total	127	62	65	40	88	62		40	−39		−65	

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[1] Office of Education employees funded by transfer from Department of Labor and the Appalachian Regional Commission.

Chairman **Perkins**. Let me ask you a plain and simple question while you are on the subject. How many people are eliminated by the Vocational Education Act now and how many will be in 1974?

Dr. **Ottina**. No positions are eliminated today under the Vocational Education Act. We would propose that some of these—approximately 43 positions in this new deputyship—would be affected by the Better Schools Act.

Chairman **Perkins**. In 1974.

Dr. **Ottina**. In 1974, Mr. Chairman.

Chairman **Perkins**. That is 43 then in 1974?

Dr. **Ottina**. That is correct.

Chairman **Perkins**. That would be laid off?

Dr. **Ottina**. No, sir. We, as I indicated earlier, have an overall increase in staffing so that we would reassign these people to other positions. They would not be laid off.

Chairman **Perkins**. Where are they going to be reassigned?

Dr. **Ottina**. There are positions available in new programs that we talked about in emergency school aid, in basic educational opportunity grants, in other places within the Office which would require additional manpower because of increased budgets and increased programs.

Chairman **Perkins**. In other words, you are going to really confuse the situation by taking people in vocational education to administer integration problems under the Emergency School Act? Is that what you are planning?

Dr. **Ottina**. No, sir. There are approximately——

Chairman **Perkins**. You know that is really going to confuse matters to transfer people and to try to put them in an administrative position elsewhere, don't you think?

Dr. **Ottina**. No, sir, I don't believe that. There are many people who provide functions and have a set of responsibilities that can be used elsewhere in the Office of Education. There are some specialists who have a very deep knowledge in an area. We still would have remaining in this area about 150 positions and those that are very specialized would remain.

Mr. **Peyser**. Mr. Chairman——

Chairman **Perkins**. Mr. Peyser.

Mr. **Peyser**. Dr. Ottina, is it correct that you are assigning personnel to the BEOG program?

Dr. **Ottina**. Yes, sir.

Mr. **Peyser**. If the House actions of allocating only $122 million to the BEOG, which was far less than the administration was contemplating in that program, and continuing the students' defense loan, work study, and so forth, is passed by the Congress, how will that affect the establishment of this BEOG staff group?

Dr. **Ottina**. Congressman Peyser, the level of funding does not in a significant way alter the number of personnel that are required to administer this particular act. As I am sure you and the committee are aware, this particular act has eligibility criteria, so that all of the eligible students would receive an award regardless of the amount. It would only alter the amount of the award, not the number of students that would be eligible. So the mechanics that need to be established will need to be established at $122 million or $500 million or $959 million.

Mr. PEYSER. Do you think that if you have only $122 million for the BEOG program, that it would be better to try to divide that $122 million among all of the students that are going to be eligible under this program or to have specific pilot projects? It would seem to me that the $122 million is going to end up producing so little money spread over the country in this program that it is not going to have any impact anywhere.

Also, it seems to me that if you had $122 million going in a national program for BEOG, you would have a much different staffing picture than you had if you had $122 million perhaps on a pilot program.

Dr. OTTINA. Congressman Peyser, I quite agree with you that at the level of the $122 million the size of the grants would be relatively small, an average of $80 per recipient if it were to reach 100 percent of the students that we think are eligible.

Provisions such as you are suggesting, in which we could have a pilot program or some sort of a targeting on the basis of some other criteria, would indeed affect not only the size of the grant, but our system of administration. I very much would like to see some means of doing that if it were at all possible.

Chairman PERKINS. Let me ask you another question and then I will yield to Mr. Peyser again. I am trying to get this information the simplest way I know how. How many people do you have administering the vocational education program in 1973? How many employees?

Dr. OTTINA. Mr. Chairman, if I may give you three numbers, we have in the deputyship for occupational and adult education about 165 people. These are permanent full-time positions in 1972.

We had contemplated increasing that in 1973 to about 175.

Chairman PERKINS. All right. How many do you contemplate having to administer the vocational education program in 1974?

Dr. OTTINA. Under our assumption, sir, there is not that program in 1974. In the Better Schools Act, and programs associated with the President's proposal, we would have 150 people administering that in the deputyship for occupational adult education.

Chairman PERKINS. You are talking about the Bureau of Adult Education program, too? You included the number that administer adult education?

Dr. OTTINA. Yes, sir, I was talking about the total.

Chairman PERKINS. Aside from that, how many do you have in vocational education only?

Dr. OTTINA. Mr. Chairman, I am sorry, I would have to compute that from a set of numbers I have and again what we are talking about are those personnel that are in Washington headquarters staff. There are people presently in the regions now who do serve to administer portions of the vocational education program as well. If I may for a moment have someone add the figures, I can respond to your question.

It would be approximately 60 percent of the numbers that I have given you this far.

Chairman PERKINS. About 60 percent of the numbers you have given us. What does that amount to for the National Center for Occupational Education? About 70 people?

Dr. **Ottina**. Approximately 80. But again, sir, there is not established the center that you are referring to as of today.

Chairman **Perkins**. And for 1974 you are planning on 36, am I correct?

Dr. **Ottina**. Under the passage of the Better Schools Act, yes, sir, you are correct.

Chairman **Perkins**. So that is a loss of how many?

Dr. **Ottina**. Approximately 30 people.

Chairman **Perkins**. And you say you are going to shift them around to other places?

Dr. **Ottina**. Yes, sir.

Chairman **Perkins**. You are going to send them to the region?

Dr. **Ottina**. Some of them may indeed be reassigned to regional positions, yes, sir.

Chairman **Perkins**. What will be the reason for assigning them to the region?

Dr. **Ottina**. A larger requirement in the regions for manpower, vacancies that may exist because of attrition and various other reasons that exist.

Chairman **Perkins**. It is my understanding that on March 6 Secretary Weinberger directed all assistant secretaries and agency heads to prepare plans to regionalize and to decentralize programs within HEW during fiscal 1974. What plans are you formulating for regionalization and decentralization of programs within the Office of Education and which programs will be affected, how will they be affected, and how many people will be transferred from Washington to regional offices?

And when do you intend to implement this plan?

Dr. **Ottina**. As you noted, Mr. Chairman, we are in the midst of planning and in that sense have not reached decisions on which programs, what functions would be assigned, and what personnel would be assigned. We are presently looking at all of the programs that are administered by the Office of Education and looking at all three of those questions, but do not have as of to date a plan which we are prepared to implement.

Chairman **Perkins**. Let me ask you again, when do you plan to implement this decentralization and regionalization plan? And in connection with that answer, are you going to consult with this committee and with the Senate Labor and Public Welfare Committee before you undertake any implementation?

Dr. **Ottina**. Mr. Chairman, I am sure that you have seen the memo referred to and you will note that it asks for a plan to be submitted by the 1st of May. It is a plan; it is not necessarily the exact implementation that will occur, if any will occur. That plan I am sure will be reviewed with the Secretary and his staff and a set of conclusions reached. At that time or subsequent to that time I feel confident that he will solicit, through the various agencies, the views of the respective committees that are interested in this problem and will come before you to describe what it is that is planned in this area.

I would not anticipate that that could happen in any sense before the 1st of May and perhaps quite a bit after that time, Mr. Chairman.

Chairman **Perkins**. Are you telling this committee that Secretary Weinberger will appear before this committee or the Senate committee before he implements any plan?

Dr. **Ottina**. No, sir, I am not committing the Secretary. I am sure, if you were to invite him that he would consider such a request, but I am not in any sense committing him to come before your committee. I am sure, as I said earlier, that he would want in various ways——

Chairman **Perkins**. You cannot tell us at this point whether he intends to advise us before he implements this plan or not, can you?

Dr. **Ottina**. I do not know that answer. I know he has instructed each of the assistant secretaries and each of the agency heads to find means to inform and to acquaint the various appropriate subcommittees and committees and personnel that are interested in this problem throughout the Congress, both the House and the Senate. I do not know of any specific plans that he personally has to appear before you or any other committee, Mr. Chairman.

Chairman **Perkins**. What are the administration's plans for the personnel presently employed in administering programs not included in the Better Schools Act, but nonetheless requested to be terminated under the administration budget for the fiscal year 1974? And, if any of these people are to be terminated or transferred as described above, can you provide us with their names and the reasons for their terminations or transfer?

Dr. **Ottina**. Again, Mr. Chairman, the word "terminated" is one that I have been trying for the record to correct in a sense that we are not going to have a reduction in force. What we are contemplating is, if the Congress approves the budget that has been submitted, to find other opportunities within the Office of Education and the educational division to utilize these personnel. We have in the 1974 budget requested a number of reductions in staff and we have outlined a general plan, if I may for a moment, which takes the various programs and attempts to, if, for example, this program were planned at 25 people on the 1st of July or 30th of June of this fiscal year——

Chairman **Perkins**. We have had a lot of experience here with OEO and other programs. I take it that you are not planning to do anything until you see what happens with the Better Schools Act or with the appropriation, am I correct?

Dr. **Ottina**. All of our plans have been submitted to the Appropriations Committee for their consideration. All of our plans are laid out for the fiscal year 1974. In the interim the only thing that we are trying to do is be sure that we are in a posture in 1973 so that we may implement this plan or any other plan which comes out in 1974. So that we are carefully looking at each of the programs that we are responsible for, each of our commitments for new staff, and each of the vacancies that occurs.

Chairman **Perkins**. Now let's assume that Congress does not take any action. Are you going to hold everything in abeyance until Congress moves, or are you going to implement it? What is your plan in that connection?

Dr. **Ottina**. I am sure, Mr. Chairman, that you recognize that our plan here is all based on favorable action of the Congress. As the Secretary has said, and I have heard him before you many times, this is our plan and this is what we are planning to do and we do not have constructed a plan for failure.

Mr. **Peyser**. Mr. Chairman——

Chairman **Perkins**. Yes.

Mr. PEYSER. I think this is exactly the point I was going to raise a question on. In other words, if the revenue sharing for education, does not pass Congress, the staffing in no way is being changed so it cannot implement the programs that presently exist. In other words, there is no change being made in staffing at this time and none will be made until congressional action is taken, either in support of revenue sharing for education, or extension of current programs that would preclude the operation of the present programs?

Dr. OTTINA. Congressman Peyser, let me answer that question in two or three pieces. First of all, we would not implement this plan certainly before June 30, 1973. But on the other hand, if for reasons of need or for reasons of there being a vacancy in a particular organization which was in our plan scheduled for reduction, we would look at that vacancy very carefully and ask ourselves do we really need to fill this position between now and June 30.

If the answer is yes, we would fill it. If the answer is no, then we would probably defer that decision so that we would not find ourselves perhaps in an awkward position on July 1. So, to the extent that positions are required to administer the programs as they exist today, the answer is definitely yes. But to the extent that we are saying we will adhere precisely to every single number that is there, I think we would have to look at that in terms of what it would mean and also in terms of other needs in the Office.

Mr. PEYSER. My concern is more the continued efficiency of the existing program. We on the committee and the entire educational community want to be assured that if the House decides not to pass the Educational Revenue-Sharing Act, that the Office of Education is fully prepared with its proper staffing to continue the existing programs without any problem.

Suppose for some reason the House has not acted on educational revenue sharing by June 30, even though I would hope that it would have, what then would be the posture of the Office of Education?

Dr. OTTINA. Congressman Peyser, let me answer the first question that you posed first and say emphatically our position would be exactly as you stated it. We would keep in place those personnel that are required to efficiently and effectively administer the programs as they exist through this fiscal year.

The second question, I think, is not as easy to answer because it would very much depend upon the circumstances that exist on July 5 or whatever date you are contemplating. It might be that, although the act has not passed or has been rejected, that an appropriation has occurred. The appropriation itself would give guidance as to what needed to be done in this sense. It seems to me until we have the events before us on that date, that we are speculating here on what might or might not be in existence.

Chairman PERKINS. Let me say, if the gentleman will yield to me, that I think an important question is whether there is going to be any authorizing legislation to continue the present program. But you are evading the question. You are not telling the commitee directly whether you are going to implement the proposal or not. You are leaving the way open so that you can eliminate employees by administration and bring in anybody you want to by administration. Isn't that what you are really telling us?

Dr. OTTINA. No, sir; I don't mean to be telling you that. In fact, I have tried consistently to say that we are not eliminating any employees by design through a RIF or other measures from the Office of Education. Our plans do not call for such elimination. What I am trying to indicate to you, Mr. Chairman, is that there are a lot of events——

Chairman **Perkins**. But you are not including in there the probability of transferring people, are you? You are leaving that open.

Dr. **Ottina**. I am leaving that open. It may well be, Mr. Chairman, that Congress chooses——

Chairman **Perkins**. Excuse me, Mr. Peyser, go ahead.

Dr. **Ottina**. I haven't finished the answer to your question, if I may proceed for a second. It may be that Congress does authorize the present programs for 1974. In which case it may well be that what we have to have is exactly the numbers of people that we have in place in 1973 and that would be continued for another year.

Chairman **Perkins**. Well, if it is a personal act of telling me to do something, we are not going to complain about it. But we are going to complain if we do not have congressional authority here and you are going to initiate any plan you want through administration.

Dr. **Ottina**. No, sir; all of these actions are actions proposed in our budget. None of the actions I am describing to you, sir, at this time are actions that were not contemplated or not shown in our tables for the fiscal year 1974 budget.

Chairman **Perkins**. Congress has not taken action on the budget. You are well aware of that.

Dr. **Ottina**. That is correct, they have not taken action on either side, the program side or the personnel side.

Mr. **Peyser**. Dr. Ottina, I don't think any of us find fault; in fact, I would congratulate you for the advance planning that you are doing. This is excellent and planning must be done. Our one concern is that the planning does not take the shape of a final action before the Congress has decided which way this proposal is going. So I didn't think we find a problem with the planning as long as the implementing of it does not move ahead without congressional action.

Dr. **Ottina**. Mr. Peyser, I am quite aware of that and share your concerns; they are my concerns, too. What I was attempting to do in the initial presentation is show that there has been a number of steps which Congress has already put into law. We have not in our organizational structure yet taken into account all of the changes. So there may be organizational changes which would be necessary, desirable, and required outside of the Better Schools Act or outside of the proposed reductions in programs.

Chairman **Perkins**. Let me ask you another question. Could you tell us whether the Office plans to notify the States and local educational agencies presently receiving assistance under the programs proposed to be terminated under the budget for fiscal year 1974 or proposed to be consolidated under the so-called Better Schools Act for continued Federal support after June 30? Since the school aid in the present fiscal year is expected by Congress to apply to the Better Schools Act and since it is most likely that an appropriations bill will not be enacted before July 1, do you intend to assure the States and local educational agencies of continued support for these programs until Congress disposes of the Better Schools Act and likewise the budget?

Dr. **Ottina**. Again, Mr. Chairman, the answer to your first question is with regard to have we notified school districts, colleges and universities, superintendents of schools and professional organizations about the intent of the President's budget, the answer is yes. On the first of February there was a letter that was transmitted to the various people that I just cited explaining all of the contemplated reductions, the contemplated phaseouts, the Better Schools Act—then called educational revenue-sharing—and the effects it would have.

We will continue in our communications to make it clear that this is the proposal that the President has submitted and that it is a proposal that has not yet been finalized by congressional action. The answer to your second question is, "I don't know." I don't know what it is that will be in effect on the first of July. It may well be that we will have a full authorization and a full set of appropriations, in which your question would be moot. It may not be and at that particular time I am sure we would have to evaluate where we stood on each of these programs.

Chairman **Perkins**. Let's assume that no authorization and no appropriation is passed by July 1. What is your answer then?

Dr. **Ottina**. My answer, Mr. Chairman, has to be that whatever it is that the Congress has appropriated at that particular time through whatever vehicle is the basis under which we would operate. It may be a continuing resolution. It may be a full appropriation. Until Congress takes some kind of action through an appropriation——

Chairman **Perkins**. What would your planning be where there is nothing in the budget for ESEA, and Voc Ed?

Dr. **Ottina**. Again, Mr. Chairman, that would have to depend on the action that Congress takes. I don't know the answer to that question.

Chairman **Perkins**. I mean administrative plan.

Dr. **Ottina**. Administrative plan? As I testified earlier, sir, we are in a posture where we can go either way. That has been our intent throughout this planning—to be sure that we can administer the programs as they exist, to be sure that we can move very quickly to administer the new set of legislation proposed by the President.

Chairman **Perkins**. If I understand you correctly, you are not going to notify the States about the teacher problem—that none of them will know where they stand?

Dr. **Ottina**. Mr. Perkins, it seems to me I would be out of order to notify the States on what it is that happened in 1974 and what actions they are to take without some congressional action. I think you would admonish me then for preempting your prerogatives and the Congress prerogatives. All we can do is notify them of the intent of the budget as submitted by the President and advise them they are not final yet.

Chairman **Perkins**. You seem to be inconsistent because you are ready to reorganize the Office of Education without congressional action.

Dr. **Ottina**. Mr. Chairman, what I was attempting to show was that there are certain actions which require the reorganization regardless of what the Congress chooses to do on the Better Schools Act and the proposed phaseouts. There are, however, and this is what I have been trying to say to this committee, personnel actions that are dependent upon those two phases. We would not jeopardize any of the existing programs clearly throughout the remainder of this fiscal year until we have had some very positive signals from the Congress.

Chairman **Perkins**. All of the $50 million appropriation for NDEA is to be allotted to the States. It is my understanding that only $2 million of this appropriation has been allotted so far. Is this correct?

Dr. **Ottina**. I am sorry, I don't know the answer to that question, Mr. Chairman.

Chairman **Perkins**. Can you supply it for the record?

Dr. **Ottina**. I will be pleased to supply it for the record.

Chairman **Perkins**. Will you supply for the record a table showing how much each State did receive under the $50 million appropriation and what each is now receiving under the $2 million appropriation?

Dr. **Ottina**. I would be pleased to do so, Mr. Chairman.

[Table follows:]

TITLE III, NATIONAL DEFENSE EDUCATION ACT EQUIPMENT AND MINOR REMODELING

State or outlying area	1972 actual	1973	State or outlying area	1972 actual	1973
Total	[1] $50, 000, 000	[2] $2, 000, 000	New Hampshire	$180, 646	$13, 333
			New Jersey	1, 278, 391	62, 475
Alabama	1, 170, 172	33, 703	New Mexico	392, 155	13, 333
Alaska	94, 563	13, 333	New York	2, 869, 412	154, 533
Arizona	536, 606	17, 221	North Carolina	1, 566, 895	48, 212
Arkansas	631, 022	18, 419	North Dakota	210, 928	13, 333
California	3, 814, 511	175, 946	Ohio	2, 658, 988	100, 545
Colorado	562, 715	20, 109	Oklahoma	670, 187	22, 539
Connecticut	556, 594	26, 519	Oregon	482, 620	18, 243
Delaware	135, 098	13, 333	Pennsylvania	2, 531, 853	101, 813
Florida	1, 534, 249	56, 136	Rhode Island	183, 034	13, 333
Georgia	1, 415, 523	44, 409	South Carolina	926, 846	26, 695
Hawaii	220, 317	13, 333	South Dakota	219, 277	13, 333
Idaho	241, 198	13, 333	Tennessee	1, 165, 230	36, 027
Illinois	2, 133, 778	100, 264	Texas	3, 354, 415	109, 737
Indiana	1, 284, 104	48, 142	Utah	382, 742	13, 333
Iowa	706, 061	26, 237	Vermont	126, 659	13, 333
Kansas	591, 046	21, 483	Virginia	1, 253, 426	42, 930
Kentucky	973, 419	30, 040	Washington	747, 198	30, 639
Louisiana	1, 279, 519	37, 788	West Virginia	525, 826	15, 953
Maine	278, 500	13, 333	Wisconsin	1, 112, 980	40, 535
Maryland	878, 598	35, 464	Wyoming	105, 788	13, 333
Massachusetts	1, 027, 650	47, 755	District of Columbia	130, 287	13, 333
Michigan	2, 212, 723	85, 402	American Samoa	54, 000	4, 000
Minnesota	1, 029, 449	36, 309	Guam	54, 000	4, 000
Mississippi	831, 470	23, 948	Puerto Rico	604, 625	19, 000
Missouri	1, 117, 321	41, 873	Trust Territory	54, 000	4, 000
Montana	220, 623	13, 333	Virgin Islands	54, 000	4, 000
Nebraska	373, 665	13, 629	Bureau of Indian Affairs	50, 000	
Nevada	107, 046	13, 333	Unobligated	96, 052	

[1] Represents amount allotted for grants to States, loans to nonprofit private schools, and State administration.

[2] For State administration only.

Chairman **Perkins**. It is my understanding the amount of $90 million contained in the budget for title II ESEA is not now being released by the Office of Education. I have been told that a reduction is being made in State grants by the Office of Education, using the lower of either the 1969 population data or the 1970 population data for the State, is that correct?

Dr. **Ottina**. Mr. Chairman, as you are aware, we are this week and last few days of last week notifying each of the States what they can expect and what they will receive for the remainder of fiscal year 1973. To the best of my knowledge as of this time, title II will be the $90 million figure that you cited. There may be a difference and I don't know it, but I will be pleased to supply it for the record on what basis the determination was made on the eligibility of each State.

I am sure whatever it is will be the formula that was required in the statute. I would guess that it would be the 1970 census data that was being used.

Chairman **Perkins**. Title II funds were allotted to the States for the first two quarters of this fiscal year on the basis of fall 1970 school enrollments which was the latest data available then. But now, in the third and fourth quarters, it seems that fall 1969 data has been substituted whenever it resulted in a lower allotment, is that correct?

Dr. OTTINA. Your statement is correct for the first three quarters, Mr. Chairman. However, in the final allotment for the fourth quarter, the total amount made available to the States was based on the 1970 school enrollments.

Chairman PERKINS. And, likewise, provide for the record a State allotment table showing how much each State received for each quarter for fiscal 1973 under the $90 million appropriation, using the 1970 data throughout. Also, supply a second column showing the allotments by quarters as they are actually being made and indicating for each sum alloted whether 1969 or 1970 data was used.

Dr. OTTINA. I would be pleased to.

[Document follows:]

ESEA II, SCHOOL LIBRARY RESOURCES

ALLOTMENT TABLE SHOWING AMOUNTS ACTUALLY GIVEN TO THE STATES

	1st quarter	2d quarter	3d quarter	4th quarter	Total for year
Total	$22, 500, 000	$22, 500, 000	$22, 073, 559	$22, 926, 441	$90, 000, 000
Alabama	354, 700	354, 700	354, 701	354, 700	1, 418. 801
Alaska	34, 823	34, 822	31, 766	37, 880	139, 291
Arizona	198, 114	198, 113	180, 290	215, 937	792, 454
Arkansas	202, 425	202, 424	201, 113	203, 737	809, 699
California	2, 150, 095	2, 150, 096	2, 123, 028	2, 177, 162	8, 600, 381
Colorado	250, 825	250, 826	241, 565	260, 085	1, 003, 301
Connecticut	331, 768	331, 769	311, 967	351, 569	1, 327, 073
Delaware	64, 075	64, 075	63, 271	64, 879	256, 300
Florida	655, 588	655, 587	604, 556	706, 620	2, 622, 351
Georgia	481, 230	481, 231	481, 230	481, 230	1, 924, 921
Hawaii	88. 927	88, 927	86, 553	91, 301	355, 708
Idaho	80, 980	80, 981	79, 509	82, 452	323, 922
Illinois	1, 208, 705	1, 208, 706	1, 205, 174	1, 212, 236	4, 834, 821
Indiana	577, 637	577, 637	577, 637	577, 637	2, 310, 548
Iowa	317, 120	317, 121	317, 121	317, 120	1, 268, 482
Kansas	236. 796	236, 797	236, 796	236. 796	947, 185
Kentucky	338. 089	338, 088	335, 549	340, 628	1, 352, 354
Louisiana	413, 786	413, 785	413, 785	413, 786	1, 655, 142
Maine	115. 160	115. 159	114, 959	115, 360	460, 638
Maryland	444, 694	444, 694	416, 020	473, 368	1, 778, 776
Massachusetts	597, 048	597, 048	579, 153	614, 913	2, 388, 192
Michigan	1, 036, 636	1, 036, 635	1, 036, 635	1, 036, 636	4, 146, 542
Minnesota	447, 553	447, 553	447. 553	447, 553	1, 790, 212
Mississippi	236, 620	236, 620	236, 620	236, 620	946, 480
Missouri	512, 308	512, 309	512, 308	512, 308	2, 049, 233
Montana	81, 313	81, 313	81, 314	81, 313	325, 253
Nebraska	159, 589	159, 588	159, 588	159, 589	638, 354
Nevada	56, 604	56, 604	50, 999	62, 209	226, 416
New Hampshire	81, 674	81, 674	73, 778	89, 569	326, 695
New Jersey	761, 271	761, 270	716, 831	811, 711	3, 057, 083
New Mexico	127, 758	127, 758	127, 511	128, 005	511, 032
New York	1, 835, 888	1, 835, 888	1, 835, 888	1, 835, 888	7, 343, 552
North Carolina	517, 352	517, 351	512, 865	521, 838	2, 069, 406
North Dakota	68, 844	68, 845	68, 845	68, 843	275, 377
Ohio	1, 188, 638	1, 188, 637	1, 175, 778	1, 201, 497	4, 754, 550
Oklahoma	272, 816	272, 816	261, 616	284, 016	1, 091, 264
Oregon	218, 869	218, 869	217, 767	219, 970	875, 475
Pennsylvania	1, 243, 792	1, 243, 793	1, 184, 769	1, 302, 816	4, 975, 170
Rhode Island	99, 239	99, 238	91, 771	106, 710	396, 958
South Carolina	281, 333	281, 333	281, 333	281, 333	1, 125, 332
South Dakota	76, 442	76, 442	76, 442	76, 442	305, 768
Tennessee	398, 723	398, 723	388, 150	409, 296	1, 594, 892
Texas	1, 259, 294	1, 259, 294	1, 201, 758	1, 316, 830	5, 037, 176
Utah	131, 614	131, 615	131, 614	131, 614	526, 457
Vermont	50, 617	50, 617	47, 181	54, 053	202, 468
Virginia	484, 840	484, 840	484, 840	484, 840	1, 939, 360
Washington	371, 272	371, 273	371, 272	371, 273	1, 485, 090
West Virginia	176, 295	176, 295	176, 294	176, 294	705, 179
Wisconsin	518, 739	518, 739	518, 739	518, 739	2, 074, 956
Wyoming	38, 385	38, 385	38, 384	38, 385	153, 539
District of Columbia	71, 317	71, 318	71, 317	71, 317	285, 269
American Samoa	7, 500	7, 500	7, 500	7, 500	30, 000
Guam	18, 365	18, 365	13, 967	22, 762	73, 459
Puerto Rico	461, 836	461, 837	457, 714	465, 959	1, 847, 346
Trust territory	21, 688	21, 687	19, 484	23, 895	86, 754
Virgin Islands	7, 500	7, 500	7, 500	7, 500	30, 000
Bureau of Indian Affairs	31, 891	31, 890	31, 891	31, 891	127, 563

DEPARTMENT OF HEALTH EDUCATION, AND WELFARE, OFFICE OF EDUCATION

ESEA II, SCHOOL LIBRARY RESOURCES, ALLOTMENT TABLE COMPUTED ON SCHOOL ENROLLMENT IN FALL 1970

	1st quarter	2d quarter	3d quarter	4th quarter	Total for year
Total	$22,500,000	$22,500,000	$22,500,000	$22,500,000	$90,000,000
Alabama	354,700	354,700	354,701	354,700	1,418,801
Alaska	34,823	34,822	34,823	34,823	139,291
Arizona	198,114	198,113	198,114	198,113	792,454
Arkansas	202,425	202,424	202,425	202,425	809,699
California	2,150,095	2,150,096	2,150,095	2,150,095	8,600,381
Colorado	250,825	250,826	250,825	250,825	1,003,301
Connecticut	331,768	331,769	331,768	331,768	1,327,073
Delaware	64,075	64,075	64,075	64,075	256,300
Florida	655,588	655,587	655,588	655,588	2,622,351
Georgia	481,230	481,231	481,230	481,230	1,924,921
Hawaii	88,927	88,927	88,927	88,927	355,708
Idaho	80,980	80,981	80,981	80,980	323,922
Illinois	1,208,705	1,208,706	1,208,705	1,208,705	4,834,821
Indiana	577,637	577,637	577,637	577,637	2,310,548
Iowa	317,120	317,121	317,120	317,121	1,268,482
Kansas	236,796	236,797	236,796	236,796	947,185
Kentucky	338,089	338,088	338,089	338,088	1,352,354
Louisiana	413,786	413,785	413,786	413,785	1,655,142
Maine	115,160	115,159	115,160	115,159	460,638
Maryland	444,694	444,694	444,694	444,694	1,778,776
Massachusetts	597,048	597,048	597,048	597,048	2,388,192
Michigan	1,036,636	1,036,635	1,036,636	1,036,635	4,146,542
Minnesota	447,553	447,553	447,553	447,553	1,790,212
Mississippi	236,620	236,620	236,620	236,620	946,480
Missouri	512,308	512,309	512,308	512,308	2,049,233
Montana	81,313	81,313	81,313	81,314	325,253
Nebraska	159,589	159,588	159,588	159,589	638,354
Nevada	56,604	56,604	56,604	56,604	226,416
New Hampshire	81,674	81,674	81,674	81,673	326,695
New Jersey	764,271	764,270	764,271	764,271	3,057,083
New Mexico	127,758	127,758	127,758	127,758	511,032
New York	1,835,888	1,835,888	1,835,888	1,835,888	7,343,552
North Carolina	517,352	517,351	517,351	517,352	2,069,406
North Dakota	68,844	68,845	68,844	68,844	275,377
Ohio	1,188,638	1,188,637	1,188,638	1,188,637	4,754,550
Oklahoma	272,816	272,816	272,816	272,816	1,091,264
Oregon	218,869	218,869	218,868	218,869	875,475
Pennsylvania	1,243,792	1,243,793	1,243,792	1,243,793	4,975,170
Rhode Island	99,239	99,238	99,241	99,240	396,958
South Carolina	281,333	281,333	281,333	281,333	1,125,332
South Dakota	76,442	76,442	76,442	76,442	305,768
Tennessee	398,723	398,723	398,723	398,723	1,594,892
Texas	1,259,294	1,259,294	1,259,294	1,259,294	5,037,176
Utah	131,614	131,615	131,614	131,614	526,457
Vermont	50,617	50,617	50,617	50,617	202,648
Virginia	484,840	484,840	484,840	484,840	1,939,360
Washington	371,272	371,273	371,272	371,273	1,485,090
West Virginia	176,295	176,295	176,294	176,295	705,179
Wisconsin	518,739	518,739	518,739	518,739	2,074,956
Wyoming	38,385	38,385	38,384	38,385	153,539
District of Columbia	71,317	71,318	71,317	71,317	285,269
American Samoa	7,500	7,500	7,500	7,500	30,000
Guam	18,365	18,365	18,364	18,365	73,459
Puerto Rico	461,836	461,837	461,836	461,837	1,847,346
Trust Territory	21,688	21,687	21,690	21,689	86,754
Virgin Islands	7,500	7,500	7,500	7,500	30,000
Bureau of Indian Affairs	31,891	31,890	31,891	31,891	127,563

Chairman **Perkins**. As you know, the General Education Provisions Act requires the Commissioner of Education to submit to Congress by March 31 a report on activities of the programs administered by the Office of Education. Has that report been submitted to the Congress as yet this year?

Dr. **Ottina**. It has not, sir. We would believe that report would reach you sometime this week, Mr. Chairman.

Chairman **Perkins**. Am I correct that you will recommend termination of five national advisory councils once special revenue sharing becomes a reality?

Dr. **Ottina**. Yes, sir, the Better Schools Act does propose the elimination as you put it of five advisory councils in the bill.

Chairman **Perkins**. Do you intend to continue the funding for these national advisory councils until Congress disposes of the Better Schools Act?

Dr. **Ottina**. We have the funding in 1973, as you know, Mr. Chairman——

Chairman **Perkins**. What about 1974?

Dr. **Ottina**. It would seem to me, Mr. Chairman, that the question that you are asking there is the same question and calls for the same response that I would have given and gave with respect to what we would do for States or what we would do with our staff. We do need to have congressional action on the funds for the National Advisory Councils as well.

Chairman **Perkins**. Could you provide for the record a justification for the termination of each program which you propose to terminate, either under special revenue sharing or under the budget for fiscal year 1974?

Dr. **Ottina**. I would be pleased to. We have already through our testimony and through our budget justification provided each of that information to the appropriations subcommittee, but I would be pleased to provide for your committee as well, Mr. Perkins.

[The document referred to follows:]

The attached list shows the programs proposed by the President to be consolidated with passage of the Better Schools Act. These programs are not proposed to be terminated; H.R. 5823 would continue their purposes without major change. What is proposed to be changed is the method by which Federal funds are distributed to States and local educational agencies. Rather than being distributed by a Federal formula pursuant to a number of narrow, categorical program authorities, revenues would be shared with States in five major areas of national priority: education of the disadvantaged, education of the handicapped, vocational education, education of federally connected children, and supporting materials and services.

The purpose of the proposal is to consolidate and simplify Federal aid programs in elementary and secondary education to give State and local school officials greater flexibility and responsibility for managing and targeting program funds. Thus, there is expected to be a simultaneous strengthening of Federal and State program management as well as a greater chance of achieving the Federal purposes that really count.

Four programs are proposed by the President's Budget for FY 1974 to be terminated. However, funds from the Supporting Materials and Services category may be used by the States to fund these activities. The reasons for termination of these programs are:

Title II ESEA.—The FY 1973 appropriation of $90 million is expected to benefit approximately 48.4 million students, at an average amount of $1.86 per student. This level of assistance is so minimal that available resources are dissipated with no significant program impact. The law does not provide for targeting funds on the basis of economic need, in order to assure library grants of a meaningful size. Under the Better Schools Act, State and local school officials will be able to spend Federal funds on school library materials and other school needs according to their relative priorities, rather than according to Federally-mandated categories of assistance.

Title V ESEA.—The Federal government has spent substantial sums since 1965 to upgrade and strengthen State departments of education. Significant accomplishments have been realized. The 1974 Budget expects that States should now be in a position to support and maintain their own State agencies, particularly as special education revenues sharing increases the capacity of States to administer education programs.

Title III NDEA.—When this program was first authorized in 1958, there did not exist any other substantial Federal aid to elementary and secondary education. Today educational equipment can be purchased by school officials under a number of broader purpose educational authorities. The continuation of a narrow, categorical program for equipment purchase does not seem to be justified.

Part B–2 EPDA.—This program was designed to attract and qualify teachers. However, the teacher shortage had become a teacher surplus. There are 75,000 more newly certified teachers than there are jobs for them to fill. In addition, supporting teacher training is not viewed as an appropriate Federal activity, except where there is a national need directed toward areas of high urgency. Therefore, the FY 1974 Budget purposes to terminate this program.

Chairman PERKINS. According to press reports over the weekend, I noticed that the administration has decided to release some $415 million in impact aid funds instead of the $635 million appropriated by Congress. Do you plan to release the remaining sums, the difference between $415 and $635 million?

Dr. OTTINA. Our plans are to make available $415 million under Public Law 874, an additional $24 million under Public Law 815, and an additional $68 million under the disaster relief for Hurricane Agnes, for a total $517 million, Mr. Chairman.

Chairman PERKINS. That was only $415 million including the impact funds there? That is separate and apart from the disaster funds?

Dr. OTTINA. Our plans are to make grants and to allocate the three sums that I spoke of.

Chairman PERKINS. The paper also said that you were going to allocate at 54 percent of the entitlement for both "A" and "B" students, under the graduated schedule contained in the appropriations bill. Where is your authority to do that?

Dr. OTTINA. You are correct, Mr. Chairman, that we do plan to pay out for both A and B students 54 percent of entitlement. It is our interpretation and understanding of the basic statute that it is to be divided equally among all funded categories. Our authority derives from the statute itself as we understand it and as it has been interpreted to us.

Chairman PERKINS. Does that mean that you are ignoring the appropriations bill passed by the Congress?

Dr. OTTINA. Mr. Chairman, it means that as we understand the law and as we understand the appropriations provided under the continuing resolution, that we are following that as interpreted for us and that it is that the sums are to be equally divided by the basis statute.

Mr. STEIGER. Will the Chairman yield?

Chairman PERKINS. Yes, I will yield now to you and let you ask several questions. But first, you are not following the graduated schedule contained in the appropriations bill?

Dr. OTTINA. We are not following a graduated schedule. There is not an appropriations bill because it was vetoed. There is a continuing resolution, Mr. Chairman.

Chairman PERKINS. Let me ask you one last question. The paper said you were going to pay out $68 million to school districts ravaged by Hurricane Agnes. How can you release those funds which are in excess of the President's budget for the impact aid program and yet refuse to release the remaining impact aid funds provided by Congress?

Dr. OTTINA. It is our understanding on the advice of counsel and various other departments in the Federal Government——

Chairman PERKINS. In other words, you are taking the bull by the horns after the money has been appropriated and you are going to say we are going to pay out so much and not pay out so much. Is that what you are doing in the administration?

Dr. OTTINA. No, sir. I would not have phrased it as you did. We are trying to interpret what it is that we are authorized to do under the continuing resolution, Mr. Chairman, and this is the interpretation that has been made and this is our point.

Chairman PERKINS. Well, will you get your attorney to assist you and prepare a legal memorandum for the committee to show us how you interpret this continuing resolution?

Dr. OTTINA. Certainly.

Chairman PERKINS. Mr. Steiger.

Mr. STEIGER. Thank you, Mr. Chairman. I am intrigued by two aspects of some of the questions that have been asked. One, has the administration undertaken to give further thought to changes in impact aid and, if so, may we expect a bill which would modify impact aid other than the Better Schools Act?

Dr. OTTINA. Mr. Steiger, the question of impact aid, as you are aware and I am becoming increasingly aware, has been a problem for many, many years. We and the Department of HEW are continually looking for the solutions to this particular problem. We, I am sure, would be willing to consider other alternatives in the Better Schools Act or perhaps outside of the Better Schools Act to solve what has continued to be a very pressing problem. All I can say to you at this time is that we are looking at other alternatives, but at this time I am not prepared to say we will come forward with the bill at any particular time.

Mr. STEIGER. When the decision was made to go to equality of education for children. One assumed that impact aid established B children as the most important because of their impact in a school district concerning commensurate tax-raising capability. I find it a bit difficult to justify 54 percent divided between A and B categories.

Dr. OTTINA. Mr. Steiger, the law itself as we read it said if there are appropriations in the funded categories, they are to be required equally among them. I personally feel as you do, but it was not my decision to follow my wishes, but to follow what we understand the law to be in this case and in other cases.

Mr. STEIGER. Thank you, Mr. Chairman.

Chairman PERKINS. We appreciate your coming before us, Dr. Ottina. We want to see education go forward, not backward. We want your assistance and we will try to cooperate with you to keep it on that track.

Mr. STEIGER. I, too, sir. Thank you very much.

Chairman PERKINS. Thank you very much.

[Whereupon, at 10:15 a.m. the subcommittee adjourned, to reconvene at the call of the Chair.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

THURSDAY, MAY 3, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins [chairman of the subcommittee] presiding.

Present: Representatives Perkins, Ford, Lehman, Quie, and Towell.

Also present: John F. Jennings, majority counsel and Christopher Cross, minority legislative associate.

Chairman Perkins. The committee will come to order.

A quorum is present.

We have with us this morning Mr. Vincent P. Barabba, Acting Director, and Mr. Joseph Waksberg, Associate Director for Statistical Standards and Methodology of the Department of Commerce.

Come around. I am delighted to welcome you gentlemen here today. I know that you are here in response to our invitation to discuss census data in relation to the Elementary and Secondary Education Act of 1965.

I wrote you a letter on April 19, 1973, addressed to Mr. Robert L. Hagan, Bureau of the Census, Department of Commerce. I made certain suggestions in the letter for your response.

I am delighted to welcome you here this morning. You may proceed with your statement.

STATEMENTS OF VINCENT P. BARABBA, ACTING DIRECTOR, AND JOSEPH WAKSBERG, ASSOCIATE DIRECTOR FOR STATISTICAL STANDARDS AND METHODOLOGY OF THE U.S. BUREAU OF CENSUS

Mr. Barabba. Mr. Chairman, I am Vincent Barabba, Acting Director, Bureau of the Census. With me is Mr. Joseph Waksberg, Associate Director for Statistical Standards and Methodology.

We are here in response to your invitation to discuss census data in relation to the Elementary and Secondary Education Act of 1965. Because I am a 3-day veteran of the Bureau, I was made Acting Director on Tuesday, I believe Mr. Waksberg should present the Bureau's prepared statement and answer questions the committee may have in regard to the testimony.

Mr. Waksberg. The Census Bureau has recently completed some of its studies on the accuracy of data reported in the 1970 census and although we don't have the precise figures you request, we do have some information that sheds light on the questions raised by your committee.

The accuracy of the figures on children in low-income families is a product of both the accuracy of the population coverage for this age group and of the income reporting.

We do not know the combined effect of the two, but we do have data on these two factors separately. The number of children are very well reported in censuses; income from certain categories less well.

In general, our studies show that children in ages 5 through 17 are among the more completely enumerated groups of the population. Less than 2 percent of the population in this age group is estimated to have been missed in the 1970 census, a somewhat better rate than the estimated miss rate of the total population.

Although this completeness of coverage for this group is somewhat less for Negro than for the white population, the overall coverage for the Negro population for this age group is still substantially better than the average for all ages.

Our detailed report on the completeness of coverage of the population in the 1970 census by age, sex, and race is attached to your committee's information.

The results of our own analyses are supported by other evidence. The number of children reported in the census as attending elementary and high school (corresponding roughly to ages 5–17) was within 1 percent of the enrollment figures reported in the Office of Education survey of schools in the fall of 1969.

We have no information on whether there is any differential underreporting of the population by income size class. Thus, we have no way of knowing whether low-income families or the number of children in such families tend to be more or less accurately reported in the census than other groups.

The accuracy of income reporting in the census varies by source of income. Income from wages and salaries, which is the bulk of the income for most families in the country, is very well reported in the census.

We estimate that we obtained virtually all wage and salary income and nonfarm self-employment income.

The reporting of transfer payments, such as Social Security and public assistance, is less complete. We estimated that we obtained about 82 percent of social security income and railroad retirement benefits, and about 69 percent of public assistance payments.

Presumably, the lower reporting rate of transfer payments such as social security and public assistance, which tends to be concentrated in low-income population, would affect the count of the number of people below the low-income level.

Attached are reports recently distributed by the Census Bureau summarizing the results of various evaluation studies pertaining to the question raised by the committee.

The second question that was raised related to the kind of survey that could be developed to update the census figures on children in low-income families.

To estimate the number of children age 5–17 in poverty in each State with the reliability requested (plus or minus 5 percent at a 95 percent confidence level) would require about 1,200,000 designated sample housing units for all States combined. The cost of selecting this sample, collecting the information required for this purpose, and providing the tabulations would run between $25 million and $35 million. There are a number of considerations that should be born in mind.

A. The sample of this size would be sufficient to provide the stated reliability for State totals. The sample would not produce estimates with the same reliability for geographic areas below the State level.

B. In our judgment, the tolerances stated in the letter are tighter than necessary. If estimates with somewhat wider tolerances than suggested in Congressman Perkins' letter of April 19 are acceptable, significant reduction can be achieved in sample size.

We would suggest that the statistical tolerances be to produce the required statistics with a sampling error of plus or minus 10 percent at the 95 percent confidence level; the total sample size could then be reduced from 1,200,000 to 320,000 housing units. Because of fixed overhead costs, the reduction in the total cost will not be directly proportional to the sample reduction. At this sample size, the costs would probably be between $10 and $15 million.

C. The costs indicated above apply to the first time the data are collected. If the survey is repeated, a reduction in the cost of designating the sample and developing procedures would be realized, probably on the order of 10 to 20 percent of the total survey cost.

D. The only limitation on the frequency of obtaining the data is the availability of funding. It should be noted, however, that a statistical undertaking of this magnitude requires a substantial amount of lead time to plan, develop, and implement the operation.

We have submitted for the record a number of records dealing essentially with the issue of accuracy for census data information.

[The documents referred to follow:]

ESTIMATES OF COVERAGE OF THE POPULATION BY SEX, RACE, AND AGE IN THE 1970 CENSUS*

(By Jacob S. Siegel, U.S. Bureau of the Census)

INTRODUCTION

This paper represents another installment in the Census Bureau's continuing effort to publish information regarding the quality of census data, and particularly about the completeness of coverage of the population in the decennial censuses. A number of reports have been issued by Bureau staff members relating to coverage of the 1950 and 1960 Population Censuses.[1] A few brief general papers have been presented at meetings of the American Statistical Association in the last few years relating to the coverage of the population in the 1970

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*Paper presented at the annual meeting of the Population Association of America, New Orleans, La., April 26, 1973.

[1] U.S. Bureau of the Census, *U.S. Census of Population: 1960*, Vol. I, *Characteristics of the Population*, Part 1, *United States Summary*, U.S. Government Printing Office, Washington, D.C., 1964, pp. XXXIX–XL; Conrad Taeuber and Morris H. Hansen, "A Preliminary Evaluationof the 1960 Censuses of Population and Housing," *Demography*, Vol. I, No. 1, 1964, pp. 1–13; U.S. Bureau of the Census, *Evaluation and Research Program of U.S. Censuses of Population and Housing, 1960: Record Check Studies of Population Coverage*, Series ER 60, No. 2, Washington, D.C., 1964; Eli S. Marks and Joseph Waksberg, "Evaluation of Coverage in the 1960 Census of Population Through Case-by-Case Checking," *Proceedings of the Social Statistics Section, 1966*, American Statistical Association; Jacob S. Siegel and Melvin Zelnik, "An Evaluation of Coverage in the 1960 Census of Population by Techniques of Demographic Analysis and by Composite Methods," *Proceedings of the Social Statistics Section, 1966*, American Statistical Association; and Jacob S. Siegel, "Completeness of Coverage of the Nonwhite Population in the 1960 Census and Current Estimates, and Some Implications," *Social Statistics and the City*, David M. Heer, Editor, Report of a Conference Held in Washington, D.C., June 22–23, 1967, Joint Center for Urban Studies of the Massachusetts Institute of Technology and Harvard University, 1968.

Census.[2] It is the purpose of the present paper to extend the previous reports by presenting specific estimates of coverage in the 1970 Census, along with comparable estimates for 1960.

The methods employed for making these estimates are the methods of "demographic analysis." The methods of demographic analysis depend on the logical consistency of various kinds of demographic data; they attempt essentially to apply various estimating and analytic techniques to data independent of the census, such as birth, death, and immigration statistics, expected sex ratios, life tables, etc., in order to derive an expected or corrected population for comparison with the census figures.

The leading alternative methods for evaluating census data, namely case-by-case checking or matching techniques, involving a reinterview survey, a prior sample survey, or independent lists and records, have, in our experience, shown such serious limitations as devices for measuring the coverage of the total population and the accuracy of the counts by age, sex, and race that principal reliance has been placed on the methods of demographic analysis for measuring coverage and accuracy in 1960 and 1970. These alternative methods either greatly understated the undercoverage rate or provided too broad a range of estimates in 1960 and 1950; the estimates obtained by demographic analysis proved to be much more reasonable. The analytical method has its limitations too, however: The basic demographic data employed, even when corrected, are subject to error in varying degree; it is difficult to achieve complete or sufficient independence between the census and the "independent" estimates; and assumptions of varying scope have to be used.

In order to suggest the range of error and the limitations of the demographic method, several estimates of net underenumeration of total population and of net census errors by sex, race, and age in 1960 and 1970 are presented. The paper describes briefly the different data, procedures, or assumptions employed in developing the various estimates. Finally, a description and analysis of the findings are given in terms of the Bureau's current "preferred" set of estimates. The complete report, to be published later this year in the Evaluation and Research Series, PHC(E), of the 1970 Census, will also contain a detailed review and evaluation of the basic data and assumptions, and a discussion of some implications of the findings for the demographic and socio-economic characteristics of the population.

COVERAGE OF TOTAL POPULATION

Estimates of the amount by which the coverage of the 1970 Census differs from the coverage of the 1960 Census can be derived simply by a comparison of the difference between census counts for 1960 and 1970 and the estimated intercensal population change between 1960 and 1970 based on births, deaths, and net immigration. For this purpose the estimates of intercensal population change must be highly accurate. Because we consider our estimates of births and deaths between 1960 and 1970 as being of a high order of accuracy, but not our estimates of net immigration, we present here several alternative estimates of intercensal change between 1960 and 1970 which vary solely on the basis of variations in the estimates of net immigration in this period. There is considerable uncertainty as to the exact amount of net immigration which occurred between 1960 and 1970 and, accordingly, the alternative estimates of the change in coverage between 1960 and 1970 have a moderately wide band of variation.

Our latest estimate of intercensal population increase, 1960–70, based on births, deaths, and net immigration is 24,150,000, but the two census figures imply an increase of 23,912,000. These figures indicate an "error of closure" of about −238,000, that is, that the 1970 Census missed about 238,000 more persons than the 1960 Census. The estimate of intercensal population change incorporates an estimate of 3,887,000 net civilian immigration. This estimate of civilian migration may have a fairly large error, but it is not possible to determne the direction and size of the error. The uncertainty in the estimate of net civilian immigration pertains particularly to the amount of alien emigration and net movement of citizens, but it also pertains to the amount of alien immigration. The alternative estimates of the amount of net immigration vary, therefore, both with respect to the amount of immigration and the amount of emigration. Immigration could reasonably have been as much as 250,000 greater and emigration as much as 500,000 greater, resulting in postcensal population increases of 24,400,000 and 23,650,000 respectively. These figures correspond to errors of closure of −488,000 and +262,000, implying that the 1970 Census may have missed as many as 488,000 more persons, or missed as many as 262,000 fewer persons, than the 1960 Census.

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[2] Jacob S. Siegel, "Coverage of Population in the 1970 Census: Preliminary Findings and Research Plans," *Proceedings of the Social Statistics Section, 1970*, American Statistical Association, 1971; Joseph Waksberg, "Evaluating the Quality of the 1970 Census," paper presented at the 1972 annual meeting of the American Statistical Association, August 1972, Montreal, P.Q.

We can see the implications of these figures for the actual coverage of the 1970 Census when we consider various specific estimates of coverage in 1960. Estimates of the actual amount and rate of net underenumeration of the 1970 Census may be viewed as depending on estimates of the amount of net underenumeration in the 1960 Census and estimates of population change for the 1960–70 decade based on births, deaths, and net immigration. Table 1 presents estimates of the amount and percent of net underenumeration in the 1970 Census which correspond to various amounts and percents of net underenumeration in the 1960 Census and to various amounts of change in population between 1960 and 1970. The various estimates of the amount of net underenumeration in 1970 shown in the table range from 3.1 million to 5.8 million, but the more reasonable possibilities, indicated by demographic analysis, range from 4.8 million to 5.8 million. The figures for 1960 range from 3.3 million to 5.3 million, but the narrower range for 1970 corresponds to 5.1 to 5.3 million in 1960. We have taken 5.1 million as our preferred estimate of the amount of net underenumeration in 1960 (derived from a composite of analytic methods, described below). On the basis of this figure and the preferred estimate of intercensal population change between 1960 and 1970 (24,150,000), we arrive at an estimate of 5.3 million net underenumeration in 1970.

It may be noted that the preferred estimate for 1960, 5.1 million, is somewhat lower than the estimate for that year which was presented by the Census Bureau at the Conference on Social Statistics and the City, 1967.[3] The estimate of net underenumeration given in that study was 5.7 million. The difference is accounted for by the following four elements, each of which had the effect of lowering the estimate: First, the introduction of data on Medicare enrollments, which were not available when the estimate for 1960 was prepared; second, the revision of the estimate of births for the 1950–60 decade on the basis of the results of the new Birth Registration Test of 1964–68; third, a revision of the expected "true" sex ratio for the ages 65 and over; and, fourth, use of improved methodology for estimating the coverage of Negroes in the intermediate ages.

The methods of demographic analysis showed that the 1970 Census had an undercoverage rate between 2.3 and 2.8 percent, as compared with 2.7 to 2.9 percent in 1960 (table 1). Our preferred estimate of the amount of net underenumeration in 1960 represents a rate of 2.7 percent. The corresponding rate for 1970 is 2.5 percent, representing a decrease of 0.2 percentage point. Even though the number missed increased somewhat, because of the large increase in population the omission rate declined between 1960 and 1970. Comparable rates of net underenumeration for 1940, 1950, 1960, and 1970 show a steady improvement in coverage of the population in the last four censuses. The overall rate of undercoverage is estimated at 3.3 percent in 1950 and 3.8 percent in 1940. These figures imply a drop of 0.8 percentage point since 1950 and 1.3 percentage point since 1940. Although the population has been increasing rapidly, the number of persons missed has changed little.

Shifts in both race and the age composition of the population between 1960 and 1970 tended to militate against a reduction in the overall coverage rate from 1960 to 1970 since the greater population gains were typically in the groups with higher omission rates. The 1960–70 change in the age-sex-race composition of the population would have caused a rise of about 0.2 percentage point in the rate of total underenumeration if the error rates for the age, sex, and race groups in 1960 had prevailed in 1970. Instead, this demographic tendency was not only overcome but there appears to have been a slight decline in the rate.

ESTIMATES OF NET CENSUS ERRORS BY SEX, RACE, AND AGE

Four sets of estimates of net census errors by sex, race (white, Negro-and-other-races, Negro), and age, designated A, B, C, and D, were prepared for 1970 and 1960. Three of the four sets of age estimates (i.e., all except Set C, Negroes) for each race-sex group employ the same estimates of the population under age 35 in 1970 and under age 25 in 1960, since estimates for these ages could be derived directly from birth statistics. The A, B, and D sets of estimates vary only with

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[3] Siegel, *op. cit.*

respect to the figures for the two age segments 35 to 64 and 65 and over in 1970, and 25 to 54 and 55 and over in 1960.

Estimates of net census errors by sex, race, and age reflect the accuracy of age, sex, and race reporting as well as completeness of coverage. Although, at present, net census errors cannot be reliably partitioned into net coverage error and net reporting error, even the total (all ages) figures for each race group are affected to some extent by (race) misclassification. Furthermore, the net age reporting error is a larger component of the net census error at some ages than the net coverage error. For example, in a few cases the number reporting an age group erroneously is sufficiently great to result in a net census "overcount;" duplicate enumeration is not an important factor in such an "overcount." For most ages, however, the combination of net coverage error and net age reporting error results in a net census undercount.

Selection of census counts.—Some of the tables in this paper present two sets of estimates of net census errors in 1970—one set based on the complete-count census figures as reported in *Series B—U.S. Summary of the 1970 Census*, and a second set based on the Series B complete-count tabulations (Negro) and the sample figures as reported in *Series C—U.S. Summary of the 1970 Census* (white, other races). The second set of error rates using the combination of the Series B and Series C census tabulations was computed because the Series B census tabulations contained certain patent "errors" and the Series C census tabulations eliminated the principal one of these. The combined Series B—Series C tabulations were also adjusted for two other smaller errors noted below, before use in comparison with the corrected populatioon. (These adjusted census figures are also to be employed as the population bases of our postcensal population estimates program.)

As a result of a misclassification of the population by race in the complete-count tabulations, too many persons were classified as "other races" (other than white or Negro) and too few as "white." Specifically, it appears that some persons of Spanish ancestry reported themselves as of a race other than white, Negro, or other specific race, rather than white as expected, and the error was often not repaired in the field editing, although the problem was generally known. A measure of the extent of the misclassification is provided by a comparison of the sample (Series C) tabulations of the population and the complete-count (Series B) tabulations. For the sample tabulations the responses to the question on race were edited. As a result of the editing operation, some 327,000 persons were transferred from "other races" to "white." The effect on the Negro count was negligible and no adjustment was made. The figure 327,000 is about 63 percent of the population of "unspecified races" (517,000). There is some evidence in this study that an even larger number should have been reclassified from "other races" to "white." The age-sex distribution assigned to the reclassified population has been "built up" from (Series C) census data on the age-sex distribution of the "other races" population in each county for which a race adjustment had to be made.

The second variation from the Series B tabulations is designed to correct for a gross overstatement of the number of persons 100 years old or more. The excess has been estimated for each sex-race group, with an overall figure of 103,000. The overstatement is believed to have resulted, in large part, from a misinterpretation on the part of some respondents as to how to fill out the question on age on the census form. The correct ages are believed to be spread over the age scale; hence the excess centenarians for each sex-race group were distributed *pro rata* over the ages under 100.

Finally, the official figure for the total population of the United States—203,235,000—is about 23,000 greater than the total of the age, sex, and race distribution published in *Series B—U.S. Summary*—203,212,000. The addition represents the sum of corrections for errors in the population counts for various local areas which were discovered after the initial tabulations. In deriving the adjusted census figures, the difference was assigned by sex, race, and age according to the probable basis of the error.

As a result of the adjustments noted, the complete-count (Series B) census figures for the white population are increased, except at ages 75 and over, and the complete-count (Series B) census figures for the Negro-and-other-races population are reduced. The corresponding net census errors for the white adjusted population are smaller, and the errors for the Negro-and-other-races adjusted population are larger, than the net errors based on the series B census data. The figures for Negroes are hardly changed, except at ages 75 and over.

Set A estimates.—The estimates of net census errors for 1970 presented in tables 2, 4, and 5 as set A are based on the estimates of corrected population for 1960 which were previously presented at the Conference on Social Statistics and the City.[4] Two modifications were made in the previous estimates of error rates. The estimate for children under 10 was reduced slightly because of a revision of the estimate of births for 1950 to 1960 and the estimate for males 65 and over was substantially reduced because of a revision of the expected sex ratio at this age. These estimates are hereinafter referred to as the "Conference" estimates. The corrected population in 1970 represents extensions to 1970 of the corrected figures for 1960 and of births during the 1960–70 decade. In effect, the estimates of the corrected population under 35 years of age are based directly on birth statistics for the years from 1935 onward, adjusted for underregistration. These are then carried forward to later census dates by estimates of deaths and net migration. This procedure gave estimates for the population under age 25 in 1960, under 15 in 1950, and under 5 in 1940, as well as under 35 in 1970.

The estimates for white females 25 and over in 1960 and 35 and over in 1970 represent extensions of the Coale-Zelnik estimates for native white females aged 15 and over in 1950.[5] The latter estimates were developed as part of an historical reconstruction of the native white population in single ages from 1880 to 1950. In general, the Coale-Zelnik method involved estimating the "true" numbers of births for each year from the census counts for the population in single ages (adjusted for age "heaping") in several successive censuses corresponding to each birth cohort, and then aging these births forward to census dates to represent the corrected population.

Estimates for the Negro population were derived from estimates for Negroes-and-other-races by a procedure described below under "Set D estimates." The estimates for Negro-and-other-races females 25 and over in 1960 and 35 and over in 1970 represent extensions of the Coale estimates for those cohorts in 1950.[6] Given estimates of net undercounts for children in 1940 and 1950, Coale derived estimates of net undercounts at the higher ages by an iterative technique, on the general hypothesis that the age patterns of net undercounts were similar in the 1930, 1940, and 1950 Censuses. The least reliable results of this method are for the older ages, since errors tend to accumulate with increasing age. Accordingly, Coale rejected the figures for the age group 65 and over in 1950 and substituted the 1950 Post-Enumeration Survey results.

The Conference estimates for males are not based on the Coale study. The figures for males in 1960 and 1970 employed in the present study were derived by applying expected "true" sex ratios to the corrected estimates for females in 1960 and extending the resulting estimates to 1970. Expected "true" sex ratios represent the estimated ratio of males to females expected at the census date on the basis of the balance of the sexes at birth and subsequent changes occurring to the cohort. They were developed from a historical series of sex ratios of births adjusted for (1) "sex ratios" of survival rates calculated from a historical series of life tables, (2) civilian and military net movement, and (3) excess mortality due to war.

Set B estimates.—In a partial variation of the set A estimates, designated set B estimates, estimates of corrected population 65 years and over based on tabulations of "Medicare" enrollments for 1970 were used in place of the Conference estimates for this age group. These estimates begin with the population enrolled for either part of Medicare (hospital insurance or supplementary medical insurance), distributed by age, sex, and race (white, Negro-and-other-races) for January 1, 1970 and July 1, 1970. The tabulations used are 9-month "updates," that is, they incorporate corrections in the enrolled population as of the reference date that became known in the nine months following the reference date. The figures were then interpolated to April 1, 1970, and adjusted to allow for a small inconsistency between census data and Medicare data in the assignment of age in single years and for persons whose race was not specified.[7] They were further adjusted to include aliens resident in the United States less than 5 years, who are ineligible for Medicare by law (estimated at about 65,000), and the number of Federal employees and annuitants and other persons who had not registered for Medicare (estimated at about 151,000 and 181,000, respectively). The estimates for the ages 65 and over in 1970 were then carried back to 1960 on the basis of estimates of intercensal change, to derive estimates of the population 55 and over by age, sex, and race in that year.

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[4] *Ibid.*

[5] A. J. Coale and M. Zelnik, *New Estimates of Fertility and Population in the United States*, Princeton, N.J., Princeton University Press, 1963.

[6] Ansley J. Coale, "The Population of the United States in 1950 Classified by Age, Sex, and Color—A Revision of Census Figures," *Journal of the American Statistical Association*, Vol. 50, No. 1, March 1955, pp. 16–54.

[7] Race was not specified for about three percent of the Medicare enrollees. Enrollees whose race was not reported were distributed by race in proportion to enrollees whose race was reported. There is support for this assumption from the 1970 Census-Medicare Match Study.

Set C estimates.—A third set of estimates of net census errors for 1960 and 1970 (set C) uses a set of estimates of coverage of the native Negro population for these years prepared by Coale and Rives.[8] It was assumed that the estimates of census errors for the native Negro population applied equally to the total resident population, in view of the small number of foreign-born Negroes.

A detailed description of the procedure followed by Coale and Rives in preparing their estimates is given in their document. In brief, they attempt a reconstruction of the native Negro population from 1880 to 1970, starting with the assumption that the population in 1880 conformed to a stable model (i.e., a type of population whose age distribution and growth rate has been constant). Using model tables of stable populations, they determine the "true" age distribution in 1880 on the basis of the average annual growth rate from 1860 to 1880 and the age distribution as recorded in the census of 1880. The corrected age distribution in 1880 was carried forward, decade by decade, to 1970 on the basis of mortality rates taken from a combination of model like tables and official life tables. Estimates of female births were derived on the assumption that the proportion of the population under 20 years of age for females in the preliminary projections and the proportion in the census were the same, and estimates of male births were then obtained by use of an assumed sex ratio of births. The estimates for the population at ages under 25 in 1960 and under 35 in 1970 were based directly on birth statistics.

A comparison of the preliminary population projections with the figures from each census, by age and sex, indicated a continuous pattern of evolution in the apparent net census errors by age and sex, reflecting a pattern similar to that reported by Coale and Zelnick for the white population.[9] This procedure provided apparently useful indications of the age pattern of net errors in each successive census, but it did not provide an indication of the total net underenumeration. To allow for net underenumeration in the 1880 census and to adjust the estimates for later years so to allow for this underenumeration, while maintaining the level of the estimates of persons under 35 in 1970 and under 25 in 1960, mortality rates were increased in most of the projection period.

There is a considerable similarity between the Coale-Rives estimates and the Conference estimates for 1960, as may be seen by comparing the set A and set C estimates in table 5. This similarity is especially impressive because the two methods and their assumptions are quite different and relatively independent.

Set D estimates.—The final set of estimates of net census errors by sex, race, and age for 1960 and 1970 (set D) represents a composite of the data, methods, and assumptions employed in the A, B and C sets of estimates. This is our "preferred" set of estimates, the estimates which we have selected for working and discussion purposes.

The estimates for the white population in 1970 and 1960 have been derived from corrected population as follows:

1. The corrected population under 35 years of age in 1970 and under 25 in 1960 was based directly on birth statistics adjusted for underregistration, carried forward with deaths and net immigration. [Set A or Set B estimates]

2. The corrected female population 35 to 64 years of age in 1970 and 25 to 54 in 1960 was based on or corresponds to the 1967 Conference estimates for the population 25 to 54 in 1960 (Coale-Zelnik estimates for 1950 extended to 1960). [Set A or set B estimates]

3. The corrected male population 35 to 64 years of age in 1970 and 25 to 54 in 1960 was derived by applying expected "true" sex ratios to the corresponding corrected female population. [Set A or set B estimates]

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[8] Ansley J. Coale and Norfleet W. Rives, Jr., "A Statistical Reconstruction of the Black Population of the United States, 1880–1970: Estimates of True Numbers by Age and Sex, Birth Rates, and Total Fertility," unpublished document prepared by the authors under a Project Agreement with the U.S. Census Bureau, 1972. The figures given in this document are preliminary; revised figures will be given in the published report of the study.

[9] Coale and Kelnik, *op. cit.*

4. The corrected population 65 and over in 1970 and 55 and over in 1960 was based on Medicare data for 1970, adjusted to include an estimate of the population not enrolled by Medicare. The figures are consistent with expected "true" sex ratios. [Set B estimates]

The estimates of net census errors for the Negro-and-other-races population and the Negro population in 1960 and 1970 have been derived from corrected populations as follows:

1. The corrected population under 35 years of age in 1970 and under 25 in 1960 was based directly on birth statistics adjusted for underregistration, carried forward with deaths and net immigration. [Set A or B estimates]

2. The corrected Negro female population 35 to 64 years of age in 1970 and 25 to 54 in 1960 was based on the Coale-Rives estimates of net census error rates for the native Negro female population in 1960. [Set C estimates]

3. The corrected Negro-and-other-races female population 35 to 64 years of age in 1970 and 25 to 54 in 1960 was derived on the assumption that the net undercount rates for this group exceeded the rates for the Negro female population by five percent in 1960, the average difference between the rates for Negro. lation by five percent in 1960, the average difference between the rates for Negro and Negro-and-other-races females under 25 years of age in 1960.

4. The corrected Negro-and-other-races male population 35 to 64 years of age in 1970 and 25 to 54 in 1960 was derived by applying expected sex ratios for 1960 to the corresponding female population in 1960 and carrying the corrected male population in 1960 forward to 1970 by estimates of intercensal change.

5. The corrected Negro male population 35 to 64 years of age in 1970 and 25 to 54 in 1960 was derived on the assumption that the net undercount rates for the Negro population and the Negro-and-other-races population were the same in 1960, as suggested by the average relation between the undercount rates for these two populations at ages under 25 in 1960.

6. The corrected Negro-and-other-races population 65 and over in 1970 and 55 and over in 1960 was based on Medicare data for 1970, adjusted to include an estimate of the population not enrolled by Medicare. These figures are consistent with expected sex ratios. [Set B estimates]

7. The corrected Negro population 65 and over in 1970 and 55 and over in 1960 was derived on the assumption that the relation between the net undercount rates for the Negro population and the Negro-and-other-races population in 1960 was the same as for the younger ages (i.e., no difference between the races for males and five percent difference for females).

Note should be taken of the following aspects of this composite method.

1. The Coale-Rives estimates for Negro males and females in 1970 and for Negro males in 1960 as such were not directly brought into the calculations, only the figures for Negro females (ages 25 to 54) in 1960.

2. In all the calculations, the estimates of intercensal change by sex, race, and age for 1960 to 1970 were those developed by the Census Bureau and were the same as those employed in set A and B estimates.

3. All estimates are consistent with independently derived, expected sex ratios by age, for whites and Negroes-and-other-races; for the population under age 35 in 1970 and under 25 in 1960 the direct estimates automatically reflect the "true" sex ratios.

4. The conversion of Negro estimates to Negro-and-other-races estimates, or the reverse, for ages over 25 in 1960 and over 35 in 1970, was made only in 1960, when both the Negro population and the "other races" population appeared consistently to experience net undercounts of roughly similar magnitude varying fairly regularly from age to age under age 25. In 1970, on the other hand, coverage of the "other races" population under age 35 appeared to be quite variable, with large "overcounts" as well as undercounts, while the coverage of the Negro population was rather regular from age to age. These findings suggest that the problem of misclassification still affects the "other races" population in 1970 even after the adjustments incorporated in the Series C census tabulations. In fact, the net census errors for "other races" may be more affected by classification problems than by coverage problems. In any case, the reliability of the net census errors for "other races" implied by the net errors for Negroes and Negroes-and-other-races is uncertain in view of the small size of the group and the nature of the estimating assumptions.

Before considering the specific findings reflected by the D set of estimates, we should also note that the estimates for ages under 35 in 1970 and under 25 in 1960 are fairly reliable since they are based directly on births. The population under 35 comprised about 58 percent of the total population in 1970. The estimates for older ages are subject to greater error, since they are based on symptomatic data and relatively indirect methods, but specific measures of reliability cannot be attached to them.

Summary of principal findings.—What do our figures tell us with respect to coverage of the sexes, the races, and the various age groups? About two-thirds of the persons missed in 1970 were males and about two-thirds were white (table 2). According to our preferred set of estimates, adjusted set D, the net omission rate for males in 1970 (3.3 percent) was nearly twice that for females (1.8 percent), and the net omission rate for Negroes (7.7 percent) was about four times as great as for the white population (1.9 percent). The latter ratio would be about the same if our alternative estimates of undercoverage of the Negro population were used in the calculation since the estimates in set A (8.7 percent), set B (8.3 percent), and set C (7.3 percent) approximate the set D figure. Both race groups showed a greater deficit of males than females. According to the set D figures, one out of 10 Negro males (9.9 percent) was not counted. Undercoverage was least for white females (1.4 percent) and intermediate for white males (2.4 percent) and Negro females (5.5 percent).

Associated with the slight decrease in overall undercoverage between 1960 and 1970—from 2.7 percent in 1960 to 2.5 percent in 1970—there was little change in the net underenumeration rate for the white population (2.0 percent and 1.9 percent) and a modest decrease in the net underenumeration rate for the Negro population, from 8.0 percent in 1960 to 7.7 percent in 1970. There was a moderate male-female difference in 1960 which widened in 1970 because the coverage of females improved while the coverage of males remained about the same. Coverage rates for each sex-race group have tended to increase since at least 1950 (table 3). Most of the gain occurred in the 1950–60 decade, however, except for Negro-and-other-races females. The gap between the omission rates for the races, both for males and females, has tended to narrow in this period.

According to our perferred set of estimates, net error rates for white females were under 3 percent in all 5-year age groups up to age 75 (table 4). Net error rates for white males were about 4 percent or less, except at ages 25–29 (4.7 percent). On the other hand, the rates for Negro females at most ages under 75 fell between 5 and 10 percent, the maximum undercounts being for ages under 5, 25–29, and 55–59 (table 5). The estimates indicate a very large net overcount of Negro females at ages 65–69 (15 percent) even though the 65-and-over group as a whole showed a moderate 4 percent net undecount. The net error rates for Negro males at ages under 65 exceeded 10 percent in all ages except in the range 5–19 and at ages 60–64. Net undercount rates were quite high from 20 to 49 years of age, exceeding 12 percent in each age group and reaching 17 to 19 percent at ages 20 to 44. There appears to have been a small net overcount of Negro males 65 and over as a whole (3 percent), with a fairly high net overcount at ages 65 to 69 (10 percent) Alternative procedures indicate rather different estimates of census error for the Negro population 65 and over. As a result, there is uncertainty not only about the magnitude of the error rate of the Negro aged population but about its direction as well.[10]

On the basis of the set D figures, the net undercount rates for children under 5, regardless of sex or race, showed increases between 1960 and 1970. The net undercount rate for Negro children under 5 rose from 5.8 percent in 1960 to 10.1 percent in 1970 (table 6). The rise between 1960 and 1970 was similar for both boys and girls. The net undercount rate also rose substantially for Negro children aged 5–9. It is difficult to explain these increases in view of the steady decline in the rates between 1940, 1950, and 1960 (table 7). Two hypotheses are that some respondents in the census with large families may have failed to indicate that there were more persons in the household than could be listed on a single questionnaire or, having noted this on the questionnaire, were not contacted by enumerators to obtain information for the additional persons; and/or that often the continuation sheet, or second questionnaire, failed to record the serial number correctly, so that the sheets were not matched and many children listed on the continuation sheet were not counted as children.

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[10] A report to be published in the Evaluation and Research Series PHC(E), will compare 1970 Census data and Medicare data for the elderly in 1970 and present estimates of gross omissions of aged from the 1970 Census.

Error rate for Negroes showed declines between 1960 and 1970 at the next three higher 5-year age groups, 10 to 24 years, the declines at ages 15–19 and 20–24 being especially marked. The net undercount rate for Negro males aged 15–19 dropped from 12 percent to 4 percent and the rate for ages 20–24 dropped from 18 percent to 12 percent. Thus, while one out of seven Negro males 15–24 was missed in 1960, only one out of 13 Negro males in this age group was missed in 1970. Coverage at ages 10–24 improved in the same general degree for females as for males. Undercoverage of Negro males and females at ages 25–34 and 35–44 remained about the same or deteriorated somewhat (males 35–44). There was little change also for Negro males 45–54 and 55–64, but the coverage of Negro females in these ages substantially improved. Since gains for some ages among adult Negro males 20 and over were almost wholly offset by losses at other ages, the coverage rate for this group remained about the same. About one out of eight Negro males 20 or over was missed in both 1970 and 1960. The pattern of changes in error rates for whites between 1960 and 1970 showed a considerable similarity to that for Negroes.

An examination of the differences between the sex ratios of the population shown by the 1970 Census and expected "true" sex ratios for that year, for the white population and the Negro-and-other-races population by age, illuminates further our previous finding that males were much less completely counted than females (table 8). For both whites and Negroes-and-other-races the expected sex ratios exceed the "reported" sex ratios at most ages. The deficits in the "reported" balance of the sexes are especially great for Negro-and-other-races at ages 20 to 54 in 1970 and ages 20 to 44 in 1960. On the average, between 9 and 10 males were missed for every 100 females counted in these two age ranges.

EXTENSION TO OTHER POPULATIONS

Spanish origin population.—Much interest has been expressed in estimates of the coverage of the population of Spanish ancestry. We have not found any technique of preparing reasonably reliable estimates of the coverage of the population of Spanish ancestry. Counts of the population of Spanish ancestry, whether they represent persons of "Spanish origin," "Spanish language," or "Spanish surname," or some composite of these, may be affected by errors of coverage (excess of omissions from the census of persons of Spanish ancestry over duplications) and errors of classification (balance of persons erroneously classified as of Spanish ancestry over persons erroneously classified as of non-Spanish ancestry). Reliable estimates of coverage error depend on the availability of national statistics of births, deaths (or life tables), and net immigration over a period of many years, and comparable census data from a number of censuses. Such data are not available and cannot be compiled from present records for persosn of Spanish ancestry. Estimates of coverage error based on necessarily rough estimates of births, deaths, and net migration for a population that can be defined and measured in different ways, such as the population of Spanish ancestry, would be subject to such great error as to be of doubtful value and probably misleading. Efforts to estimate coverage in some local areas is being attempted on the basis of data for these areas on births to persons born in Puerto Rico and to persons with Spanish surnames, data on deaths, and school enrollment data. We will continue these efforts to derive at least rough indications of coverage of the population of Spanish ancestry.

Geographic subdivisions.—Similarly, estimates of the coverage of the population of geographic subdivisions of the United States in 1970, similar in reliability and scope to those presented for the United States, cannot be prepared. Although there may be only a minor question regarding the reliability of the birth and death statistics needed to prepare the estimates, data on internal migration, independent of the census, are not available. We have explored using census data on State of birth to make estimates of coverage for States, but these data are subject to underenumeration, just like the counts of population, and in presumably different and unknown degree. The measurement problem for areas within States is even more difficult and would involve very different methods, and any estimates would be subject to even greater error. Postcensal estimates of population for geographic areas, based on the 1960 Census, are subject to too great error to serve as a precise standard for evaluating the 1970 Census; the estimates may be too high or too low depending in part on whether the estimates of postcensal change are too high or too low and in part on how complete the coverage of the population in the 1960 Census was. Here again, we plan to continue our research on the census coverage of the principal geographic divisions of the United States with the goal of ascertaining the general magnitude of the variation in coverage for these units, but we are uncertain of any success in this effort.

CONCLUSION

Improvements in coverage were registered in a number of aspects of the 1970 Census. As in the 1960 Census, a substantial number of persons—both whites and Negroes—were not counted. There is still a gap in the coverage of whites and Negroes. Coverage rates for Negro male youths improved between 1960 and 1970 while coverage at most other ages remained about the same or deteriorated to some extent.

Although the errors in the census counts have widespread implications for the statistical programs of government and industry, the effect on the development and implementation of the plans of government and industry is not clear. The impact of any underenumeration on such uses as apportionment or allocation of funds among States or other local areas depends principally on the variation in the rate of underenumeration from area to area. If the rate of underenumeration is the same from area to area, then the results would be unaffected by any undercoverage. It is improbable that such uniformity exists, however. The possible distortion is greater for smaller geographic units and especially those in which Negroes are concentrated. It seems likely that, since undercoverage rates of Negroes are higher than those of whites, the areas of large cities having heavy concentrations of Negroes have higher undercoverage rates than areas with a more balanced racial distribution. We are, therefore, still concerned about the possibility that undercoverage is more serious in large cities, although we do not have solid evidence to prove or disprove this hypothesis. On the other hand, we believe that the errors in the counts do not seriously distort our impression of the general demographic situation in the United States as a whole. However, the precise effect on national statistics relating to the social and economic characteristics of the population is not clear because we do not know about the characteristics of those who were missed.

The Census Bureau plans to continue its studies on the general subject of census coverage and will, of course, report any results arising from the additional research.

TABLE 1.—ESTIMATES OF THE AMOUNT AND PERCENT OF NET UNDERENUMERATION OF THE TOTAL POPULATION IN 1970 FOR VARIOUS AMOUNTS AND PERCENTS OF NET UNDERENUMERATION IN 1960 AND VARIOUS AMOUNTS OF POPULATION INCREASE BETWEEN 1960 AND 1970

[Numbers in thousands. Base of percent is corresponding estimate of corrected population. The census count of total population is 203,235,000 in 1970 and 179,323,000 in 1960]

1960	1970 corrected population and net underenumeration according to population increase (or change in census coverage) between 1960 and 1970			
	Postcensal increase of 23,650,000	Postcensal increase of 23,912,000	Postcensal increase of 24,150,000	Postcensal increase of 24,400,000
	Coverage increase of 262,000 [1]	No change in coverage [2]	Coverage decrease of 238,000 [3]	Coverage decrease of 488,000 [4]
1960 corrected population:				
184,623 [5]	208, 273	208, 535	208, 773	209, 023
184,564 [6]	208, 214	208, 476	208, 714	208, 964
184,386 [7]	208, 036	208, 298	208, 536	208, 786
183,704 [8]	207, 354	207, 616	207, 854	208, 104
182,651 [9]	206, 301	206, 563	206, 801	207, 051
Net underenumeration:				
Amount:				
5,300 [5]	5, 038	5, 300	[10] 5, 538	5, 788
5, 240 [6]	4, 978	5, 240	[11] 5, 478	5, 728
5,063 [7]	4, 801	5, 063	[12] 5, 301	5, 551
4,381 [8]	4, 118	4, 381	4, 618	4, 868
3,328 [9]	3, 066	3, 328	3, 566	3, 816
Percent:				
2.9 [5]	2. 4	2. 5	[10] 2. 7	2. 8
2.8 [6]	2. 4	2. 5	[11] 2. 6	2. 7
2.7 [7]	2. 3	2. 4	[12] 2. 5	2. 7
2.4 [8]	2. 0	2. 1	2. 2	2. 3
1.8 [9]	1. 5	1. 6	1. 7	1. 8

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[1] Assumes a postcensal estimate of 203,000,000 for the resident population on Apr. 1, 1970. Postcensal increase of 23,650,000 implies 3,387,000 net civilian immigration.

[2] Assumes a postcensal estimate of 203,235,000 for the resident population on Apr. 1, 1970. Postcensal increase of 23,912,000 implies 3,622,000 net civilian immigration.

[3] Assumes a postcensal estimate of 203,500,000 for the resident population on Apr. 1, 1970. Postcensal increase of 24,150,000 implies 3,887,000 net civilian immigration.

[4] Assumes a postcensal estimate of 203,750,000 for the resident population on Apr. 1, 1970. Postcensal increase of 24,400,000 implies 4,137,000 net civilian immigration.

[5] Estimate based on demographic analysis. Corresponds to estimates for ages under 25 based directly on births and "conference" estimates for ages 25 and over.

[6] Estimate based on demographic analysis and medicare data. Corresponds to estimates for ages under 25 based directly on births, "conference" estimates for ages 25 to 54, and "medicare" estimates for ages 55 and over.

[7] Estimate based on demographic analysis and medicare data. Corresponds to estimates for ages under 25 based directly on births, "conference" estimates for the white population aged 25 to 54 years, Coale-Rives estimates for Negro females aged 25 to 54 years, expected sex ratios for Negroes-and-other-races aged 25 to 54 years, and "medicare" estimates for ages 55 and over.

[8] Estimates based on composite of results from demographic analysis and reinterview surveys. See Siegel and Zelnik op. cit., table 6 (set 1, revised).

[9] Estimate from reinterview surveys. See Marks and Waksberg, op cit., table 2.

[10] Corresponds to set A estimates.

[11] Corresponds to set B estimates.

[12] Corresponds to set D estimates.

TABLE 2.—ALTERNATIVE ESTIMATES OF THE AMOUNT AND PERCENT OF NET UNDERENUMERATION OF THE POPULATION BY RACE AND SEX: 1970 AND 1960

[Numbers in thousands. Figures relate to the resident population. Base of percentages is the corrected population. See text for explanation of series A, B, C, and D. "Adjusted" estimates for 1970 are based on census figures which have been adjusted for race misclassification in the complete count, affecting some 327,000 persons, mostly of Spanish ancestry]

Race, sex, and year	Set A					Set B				
	Corrected population	Net undercount				Corrected population	Net undercount			
		Unadjusted		Adjusted			Unadjusted		Adjusted	
		Amount	Percent	Amount	Percent		Amount	Percent	Amount	Percent
1970										
All classes	208, 773	5, 561	2.7	5, 538	2.7	208, 714	5, 502	2.6	5, 478	2.6
Male	102, 380	3, 467	3.4	3, 453	3.4	102, 366	3, 454	3.4	3, 440	3.4
Female	106, 394	2, 094	2.0	2, 085	2.0	106, 347	2, 047	1.9	2, 038	1.9
White, total	181, 457	3, 708	2.0	3, 359	1.9	181, 544	3, 795	2.1	3, 446	1.9
Male	89, 039	2, 318	2.6	2, 133	2.4	89, 081	2, 360	2.6	2, 175	2.4
Female	92, 418	1, 390	1.5	1, 226	1.3	92, 463	1, 435	1.6	1, 271	1.4
Negro and other races, total	27, 316	1, 853	6.8	2, 179	8.0	27, 170	1, 707	6.3	2, 032	7.5
Male	13, 340	1, 149	8.6	1, 320	9.9	13, 285	1, 094	8.2	1, 265	9.5
Female	13, 976	704	5.0	859	6.1	13, 885	613	4.4	767	5.5

Negro, total	24,744	2,163	8.7	2,163	8.7	24,612	2,032	8.3	2,032	8.3
Male	12,057	1,309	10.9	1,308	10.9	12,007	1,259	10.5	1,259	10.5
Female	12,686	854	6.7	855	6.7	12,605	773	6.1	773	6.1
1960										
All classes	184,623	5,300	2.9	(3)	(3)	184,564	5,240	2.8	(3)	(3)
Male	91,421	3,090	3.4	(3)	(3)	91,408	3,077	3.4	(3)	(3)
Female	93,202	2,210	2.4	(3)	(3)	93,156	2,164	2.3	(3)	(3)
White, total	161,994	3,162	2.0	(3)	(3)	162,080	3,249	2.0	(3)	(3)
Male	80,244	1,877	2.3	(3)	(3)	80,286	1,918	2.4	(3)	(3)
Female	81,750	1,285	1.6	(3)	(3)	81,795	1,330	1.6	(3)	(3)
Negro and other races, total	22,630	2,138	9.4	(3)	(3)	22,483	1,992	8.9	(3)	(3)
Male	11,177	1,213	10.9	(3)	(3)	11,122	1,158	10.4	(3)	(3)
Female	11,452	925	8.1	(3)	(3)	11,361	834	7.3	(3)	(3)
Negro, total	20,792	1,920	9.2	(3)	(3)	20,662	1,789	8.7	(3)	(3)
Male	10,219	1,105	10.8	(3)	(3)	10,170	1,056	10.4	(3)	(3)
Female	10,573	815	7.7	(3)	(3)	10,492	733	7.0	(3)	(3)

TABLE 2.—ALTERNATIVE ESTIMATES OF THE AMOUNT AND PERCENT OF NET UNDERENUMERATION OF THE POPULATION BY RACE AND SEX: 1970 AND 1960—Continued

[Numbers in thousands. Figures relate to the resident population. Base of percentage is the corrected population. See text for explanation of series A, B, C, and D. "Adjusted" estimates for 1970 are based on census figures which have been adjusted for race misclassification in the complete count, affecting some 327,000 persons, mostly of Spanish ancestry]

Race, sex, and year	Set C'					Set D				
	Corrected population	Net undercount				Corrected population	Net undercount			
		Unadjusted		Adjusted			Unadjusted		Adjusted	
		Amount	Percent	Amount	Percent		Amount	Percent	Amount	Percent
1970										
All classes	[2]	[2]	[2]	[2]	[2]	208, 536	5, 324	2. 6	5, 301	2. 5
Male	[2]	[2]	[2]	[2]	[2]	102, 280	3, 367	3. 3	3. 353	3. 3
Female	[2]	[2]	[2]	[2]	[2]	106, 257	1, 957	1. 8	1, 947	1. 8
White total	181, 457	3, 708	2. 0	3. 359	1. 9	181, 544	3, 795	2. 1	3, 446	1. 9
Male	89, 039	2, 318	2. 6	2, 133	2. 4	89, 081	2, 360	2. 6	2, 175	2. 4
Female	92, 418	1, 390	1. 5	1, 266	1. 3	92, 463	1, 435	1. 6	1, 271	1. 4
Negro and other races, total	[2]	[2]	[2]	[2]	[2]	26, 992	1, 529	5. 7	1, 855	6. 9
Male	[2]	[2]	[2]	[2]	[2]	13, 199	1, 007	7. 6	1, 179	7. 9
Female	[2]	[2]	[2]	[2]	[2]	13, 794	522	3. 8	676	4. 9

Negro total	24, 367	1, 787	7. 3	1, 787	7. 3	24, 453	1, 873	7. 7	1, 873	7. 7
Male	51, 934	1, 886	9. 9	1, 186	9. 9	11, 929	1, 180	9. 9	1, 180	9. 9
Female	12, 433	601	3. 8	601	4. 8	12, 525	693	5. 5	693	5. 5
1960										
All classes	(2)	(2)	(2)	(3)	(3)	184, 386	5, 063	2. 7	(3)	(3)
Male	(2)	(2)	(2)	(3)	(3)	91, 321	2, 990	3. 3	(3)	(3)
Female	(2)	(2)	(2)	(3)	(3)	93, 065	2, 073	2. 2	(3)	(3)
White total	161, 994	3, 162	2. 0	(3)	(2)	162, 080	3, 249	2. 0	(3)	(3)
Male	80, 244	1, 877	2. 3	(3)	(3)	80, 286	1, 918	2. 4	(3)	(3)
Female	81, 570	1, 285	1. 6	(3)	(3)	81, 795	1, 330	1. 6	(3)	(3)
Negro and other races, total	(2)	(2)	(2)	(3)	(3)	22, 306	1, 814	8. 1	(3)	(3)
Male	(2)	(2)	(2)	(3)	(3)	11, 036	1, 071	9. 7	(3)	(3)
Female	(2)	(2)	(2)	(3)	(3)	11, 270	743	6. 6	(3)	(3)
Negro total	20, 632	1, 760	8. 5	(3)	(3)	20, 503	1, 630	8. 0	(3)	(3)
Male	10, 164	1, 050	10. 3	(3)	(3)	10, 091	977	9. 7	(3)	(3)
Female	10, 468	710	6. 8	(3)	(3)	10, 412	653	6. 3	(3)	(3)

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[1] Figures for Negroes are preliminary.
[2] Not available.
[3] Not applicable.

TABLE 3.—PREFERRED ESTIMATES OF THE AMOUNT AND PERCENT OF NET UNDERENUMERATION OF THE POPULATION, BY SEX AND RACE: 1950 TO 1970

[Numbers in thousands. Composite of analytic estimates, corresponding to set D estimates (adjusted). Figures relate to the resident population. Base of percents is corresponding estimate of corrected population.]

Sex and race	1970 [1]		1960		1950 [2]	
	Amount	Percent	Amount	Percent	Amount	Percent
All classes	5,301	2.5	5,063	2.7	5,132	3.3
Male	3,353	3.3	2,990	3.3	2,934	3.8
Female	1,947	1.8	2,073	2.2	2,198	2.8
White, total	3,446	1.9	3,249	2.0	3,400	2.5
Male	2,175	2.4	1,918	2.4	1,933	2.8
Female	1,271	1.4	1,330	1.6	1,466	2.1
Negro and other races, total	1,855	6.9	1,814	8.1	1,733	9.7
Male	1,179	8.9	1,071	9.7	1,001	11.2
Female	676	4.9	743	6.6	732	8.2
Negro, total	1,873	7.7	1,630	8.0	(3)	(3)
Male	1,180	9.9	977	9.7	(3)	(3)
Female	693	5.5	653	6.3	(3)	(3)

[1] Based on census figures which have been adjusted for race misclassification in the complete count.
[2] Figures relate to 50 States and the District of Columbia.
[3] Not available.

TABLE 4.—ALTERNATIVE ESTIMATES OF THE AMOUNT AND PERCENT OF NET UNDERCOUNT OF THE WHITE POPULATION, BY AGE AND SEX: 1970 AND 1960

[Numbers in thousands. Figures relate to the resident population. Base of percentages is the corrected population]

Age and sex	1970								1960			
	Sets A and C				Sets B and D				Sets A and C		Sets B and D	
	Unadjusted		Adjusted		Unadjusted		Adjusted					
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
Male, all ages	2,330	2.6	2,144	2.4	2,372	[1] 2.7	2,186	[1] 2.5	1,877	2.3	1,918	2.4
Under 5 years	196	2.6	174	2.3	196	2.6	174	2.3	170	1.9	170	1.9
5 to 9 years	236	2.7	213	2.4	236	2.7	213	2.4	199	2.4	199	2.4
10 to 14 years	121	1.3	98	1.1	121	1.3	98	1.1	194	2.5	194	2.5
15 to 19 years	131	1.6	109	1.3	131	1.6	109	1.3	233	3.8	233	3.8
20 to 24 years	203	2.8	177	2.5	203	2.8	177	2.5	209	4.3	209	4.3
25 to 29 years	308	5.0	288	4.7	308	5.0	288	4.7	208	4.2	208	4.2
30 to 34 years	220	4.3	203	4.0	220	4.3	203	4.0	167	3.1	167	3.1
35 to 39 years	219	4.4	206	4.1	219	4.4	206	4.1	142	2.5	142	2.5
40 to 44 years	185	3.4	172	3.2	185	3.4	172	3.2	97	1.9	97	1.9
45 to 49 years	201	3.7	189	3.5	201	3.7	189	3.5	77	1.6	77	1.6
50 to 54 years	96	2.0	87	1.8	96	2.0	87	1.8	159	3.6	159	3.6
55 to 59 years	100	2.3	93	2.1	100	2.3	93	2.1	15	.4	−34	−.9
60 to 64 years	93	2.5	86	2.3	93	2.5	86	2.3	97	3.0	66	2.1
65 to 69 years	50	1.7	44	1.5	(2)	(2)	−5	−.2	17	.6	49	1.8
70 to 74 years	32	1.5	28	1.3	1	.1	−2	−.1	−68	−3.5	−14	−.7
75 years and over	−61	−2.3	−21	−.8	61	2.2	101	3.6	−38	−1.8	−3	−.1
65 years and over	21	.3	52	7	63	.8	93	1.2	−90	−1.3	32	.5
Females, all ages	1,401	1.5	1,238	1.3	1,447	1.6	1,283	1.4	1,285	1.6	1,330	1.6

TABLE 4.—ALTERNATIVE ESTIMATES OF THE AMOUNT AND PERCENT OF NET UNDERCOUNT OF THE WHITE POPULATION, BY AGE AND SEX: 1970 AND 1960—Continued

[Numbers in thousands. Figures relate to the resident population. Base of percentages is the corrected population]

Age and sex	1970								1960			
	Sets A and C				Sets B and D				Sets A and C		Sets B and D	
	Unadjusted		Adjusted		Unadjusted		Adjusted					
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
Under 5 years	161	2.2	142	2.0	161	2.2	142	2.0	95	1.1	95	1.1
5 to 9 years	203	2.4	182	2.2	203	2.4	182	2.2	120	1.5	120	1.5
10 to 14 years	102	1.2	82	.9	102	1.2	82	.9	108	1.5	108	1.5
15 to 19 years	64	.8	45	.5	64	.8	45	.5	144	2.4	144	2.4
20 to 24 years	98	1.3	79	1.1	98	1.3	79	1.1	121	2.4	121	2.4
25 to 29 years	191	3.1	173	2.8	191	3.1	173	2.8	68	1.4	68	1.4
30 to 34 years	117	2.3	101	2.0	117	2.3	101	2.0	32	.6	32	.6
35 to 39 years	56	1.1	41	.8	56	1.1	41	.8	−11	−.2	−11	−.2
40 to 44 years	20	.4	7	.1	20	.4	7	.1	−11	−.2	−11	−.2
45 to 49 years	41	.7	30	.5	41	.7	30	.5	35	.7	35	.7
50 to 54 years	−8	−.1	−16	−.3	−8	−.1	−16	−.3	194	4.2	194	4.2
55 to 59 years	66	1.4	60	1.3	66	1.4	60	1.3	62	1.6	13	.3
60 to 64 years	121	2.8	115	2.7	121	2.8	115	2.7	151	4.2	116	3.3
65 to 69 years	16	4	11	.3	−34	−1.0	−38	−1.1	91	2.9	117	3.7
70 to 74 years	50	1.7	46	1.6	16	.5	12	.4	34	1.4	62	2.6
75 years and over	104	2.4	141	3.2	233	5.1	270	5.9	53	1.7	126	4.1
65 years and over	170	1.6	198	1.8	215	2.0	243	2.2	177	2.1	306	3.5

[1] Required figures, as given in tables 2 and 3, are 2.6 percent (unadjusted) and 2.4 percent (adjusted).

[2] Represents 0 or rounds to 0.

Note: See text for explanation of series A, B, C, and D. "Adjusted" estimates are based on census figures which have been adjusted for race misclassification in the complete count, affecting some 327,000 persons, mostly of Spanish ancestry, and for a gross overstatement of centenarians, amounting to about 103,000 persons. A minus indicates a net overcount. Total amounts of net underenumeration obtained by summing estimates by age differ slightly from required totals shown in tables 2 and 3.

TABLE 5.—ALTERNATIVE ESTIMATES OF THE AMOUNT AND PERCENT OF NET UNDERCOUNT OF THE NEGRO POPULATION AND THE NEGRO-AND-OTHER-RACES POPULATION, BY AGE AND SEX: 1970 AND 1960

[Number in thousands. Figures relate to the resident population. Base of percentages is the corrected population. See text for explanation of series A, B, C, and D. "Adjusted" estimates for 1970 are based on census figures which have been adjusted for race misclassification in the complete count, affecting some 327,000 persons, mostly of Spanish ancestry, and for a gross over-statement of centenarians, amounting to about 103,000 persons. A minus indicates a net overcount. Total amounts of net underenumeration obtained by summing estimates by age differ slightly from required totals shown in tables 2 and 3]

Year, age, and sex	Set A				Set B				Set C		Set D							
	Negro				Negro				Negro [1]		Negro and other races				Negro			
	Unadjusted		Adjusted		Unadjusted		Adjusted				Unadjusted		Adjusted		Unadjusted		Adjusted	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
1970																		
Males, all ages	1,310	10.9	1,310	10.9	1,261	10.5	1,261	10.5	1,186	9.9	1,009	7.6	1,180	8.9	1,182	9.9	1,181	9.9
Under 5 years	142	10.4	141	10.4	142	10.4	141	10.4	137	10.1	138	9.1	156	10.3	142	10.4	141	10.4
5 to 9 years	116	7.8	115	7.7	116	7.8	115	7.7	104	7.0	106	6.4	122	7.5	116	7.8	115	7.7
10 to 14 years	53	3.6	52	3.5	53	3.6	52	3.5	41	2.8	41	2.6	56	3.5	53	3.6	52	3.5
15 to 19 years	55	4.4	54	4.3	55	4.4	54	4.3	42	3.4	27	2.0	42	3.1	55	4.4	54	4.3
20 to 24 years	116	12.2	116	12.1	116	12.2	116	12.1	107	11.3	73	7.0	91	8.7	116	12.2	116	12.1
25 to 29 years	155	19.1	154	19.0	155	19.1	154	19.0	141	17.7	126	14.0	140	15.6	155	19.1	154	19.0
30 to 34 years	124	17.9	124	17.9	124	17.9	124	17.9	116	16.9	97	12.7	111	14.4	124	17.9	124	17.9
35 to 39 years	125	18.7	124	18.7	125	18.7	124	18.7	114	17.4	123	16.4	134	17.8	123	18.6	123	18.5
40 to 44 years	115	17.5	115	17.4	115	17.5	115	17.4	110	16.8	110	15.0	119	16.3	110	16.8	110	16.8
45 to 49 years	103	16.5	103	16.5	103	16.5	103	16.5	95	15.4	82	12.1	90	13.3	85	14.0	84	13.9
50 to 54 years	66	12.7	66	12.6	66	12.7	66	12.6	72	13.5	51	9.0	57	10.1	55	10.7	54	10.6
55 to 59 years	58	12.6	58	12.5	58	12.6	58	12.5	71	14.9	49	9.7	53	10.6	50	10.9	49	10.9
60 to 64 years	59	15.0	59	14.9	59	15.0	59	14.9	50	12.9	25	6.1	29	7.3	25	7.0	25	7.0
65 to 69 years	−15	−5.8	−15	−5.9	−25	−10.0	−25	−10.1	11	3.7	−23	−8.1	−20	−6.7	−25	−10.0	−25	−10.1
70 to 74 years	−21	−12.9	−21	−13.0	−4	−2.1	−4	−2.2	−22	−5.9	−4	−2.0	−1	−0.7	−4	−2.1	−4	−2.2
75 years and over	59	21.6	66	24.2	2	0.9	9	4.3			−11	−4.6	1	0.3	2	0.9	9	4.3
65 years and over	23	3.3	30	4.3	−27	−4.2	−20	−3.1	−12	−1.7	−38	−5.3	−20	−2.7	−27	−4.2	−20	−3.1

TABLE 5.—ALTERNATIVE ESTIMATES OF THE AMOUNT AND PERCENT OF NET UNDERCOUNT OF THE NEGRO POPULATION AND THE NEGRO-AND-OTHER-RACES POPULATION, BY AGE AND SEX 1970 AND 1960—Continued

[Numbers in thousands. Figures relate to the resident population. Base of percentages is the corrected population. See text for explanation of series A, B, C, and D. "Adjusted" estimates for 1970 are based on census figures which have been adjusted for race misclassification in the complete count, affecting some 327,000 persons, mostly of Spanish ancestry, and for a gross over-statement of centenarians, amounting to about 103,000 persons. A minus indicates a net overcount. Total amounts of net underenumeration obtained by summing estimates by age differ slightly from required totals shown in tables 2 and 3]—Continued

	Set A				Set B				Set C		Set D							
	Negro				Negro				Negro[1]		Negro and other races				Negro			
	Unadjusted		Adjusted		Unadjusted		Adjusted				Unadjusted		Adjusted		Unadjusted		Adjusted	
Year, age, and sex	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
1960																		
Males, all ages	1,105	10.9	[2]	[2]	1,056	10.4	[2]	[2]	1,050	10.3	1,071	9.7	[2]	[2]	977	9.7	[2]	[2]
Under 5 years	96	6.6	[2]	[2]	96	6.6	[2]	[2]	92	6.3	109	6.9	[2]	[2]	96	6.6	[2]	[2]
5 to 9 years	65	5.1	[2]	[2]	65	5.1	[2]	[2]	65	5.1	70	5.1	[2]	[2]	96	5.6	[2]	[2]
10 to 14 years	52	5.0	[2]	[2]	52	5.0	[2]	[2]	43	4.2	59	5.2	[2]	[2]	52	[illegible]	[2]	[2]
15 to 19 years	103	12.3	[2]	[2]	103	12.3	[2]	[2]	82	10.1	114	12.5	[2]	[2]	103	12.3	[2]	[2]
20 to 24 years	129	18.4	[2]	[2]	129	18.4	[2]	[2]	122	17.6	133	17.5	[2]	[2]	129	18.4	[2]	[2]
25 to 29 years	135	19.7	[2]	[2]	135	19.7	[2]	[2]	134	19.6	148	19.5	[2]	[2]	134	19.5	[2]	[2]
30 to 34 years	125	18.0	[2]	[2]	125	18.0	[2]	[2]	125	18.0	132	17.4	[2]	[2]	120	17.4	[2]	[2]
35 to 39 years	97	14.5	[2]	[2]	97	14.5	[2]	[2]	92	13.8	87	12.1	[2]	[2]	79	12.1	[2]	[2]
40 to 44 years	75	12.7	[2]	[2]	75	12.7	[2]	[2]	81	13.6	69	11.0	[2]	[2]	63	11.0	[2]	[2]
45 to 49 years	64	11.6	[2]	[2]	64	11.6	[2]	[2]	72	12.9	60	10.2	[2]	[2]	55	10.2	[2]	[2]
50 to 54 years	88	17.8	[2]	[2]	88	17.8	[2]	[2]	68	14.3	60	11.9	[2]	[2]	55	11.9	[2]	[2]
55 to 59 years	22	5.9	[2]	[2]	12	3.4	[2]	[2]	34	8.7	14	3.4	[2]	[2]	12	3.4	[2]	[2]
60 to 64 years	28	9.6	[2]	[2]	45	14.6	[2]	[2]	55	17.3	49	14.6	[2]	[2]	45	14.7	[2]	[2]
65 to 69 years	−10	−4.6	[2]	[2]	—	−0.2	[2]	[2]	−1	−0.5	—	−0.2	[2]	[2]	—	−0.2	[2]	[2]
70 to 74 years	−5	−3.3	[2]	[2]	−9	−6.6	[2]	[2]	−12	−4.1	−10	−6.6	[2]	[2]	−9	−6.6	[2]	[2]
75 years and over	42	20.3	[2]	[2]	−20	−13.9	[2]	[2]			−22	−13.9	[2]	[2]	−20	−13.9	[2]	[2]
65 years and over	27	4.7	[2]	[2]	−30	−5.8	[2]	[2]	−14	−2.6	−33	−5.8	[2]	[2]	−30	−5.8	[2]	[2]

1970																		
Females, all ages	856	6.8	856	6.8	774	6.1	775	6.1	601	4.8	524	3.8	678	4.9	695	5.5	695	5.5
Under 5 years	133	9.9	132	9.8	133	9.9	132	9.8	121	9.1	129	8.6	144	9.7	133	9.9	132	9.8
5 to 9 years	102	6.9	101	6.9	102	6.9	101	6.9	94	6.4	92	5.7	106	6.6	102	6.9	101	6.9
10 to 14 years	42	2.9	41	2.8	42	2.9	41	2.8	30	2.1	29	1.8	42	2.7	42	2.9	41	2.8
15 to 19 years	41	3.3	40	3.2	41	3.3	40	3.2	30	2.4	17	1.2	29	2.1	41	3.3	40	3.2
20 to 24 years	55	5.3	54	5.2	55	5.3	54	5.2	46	4.5	23	2.0	39	3.4	55	5.3	54	5.2
25 to 29 years	70	8.4	70	8.3	70	8.4	70	8.3	53	6.4	47	5.0	62	6.6	70	8.4	70	8.3
30 to 34 years	36	5.0	35	4.9	36	5.0	35	4.9	23	3.3	17	2.1	30	3.7	36	5.0	35	4.9
35 to 39 years	32	4.6	31	4.6	32	4.6	31	4.6	21	3.1	25	3.1	36	4.6	30	4.4	30	4.3
40 to 44 years	30	4.4	30	4.3	30	4.4	30	4.3	22	3.3	17	2.2	27	3.5	25	3.7	25	3.7
45 to 49 years	55	8.4	55	8.4	55	8.4	55	8.4	42	6.5	28	4.0	35	5.0	37	5.8	36	5.7
50 to 54 years	39	6.9	39	6.8	39	6.9	39	6.8	33	5.9	18	3.0	23	3.8	27	4.9	27	4.8
55 to 59 years	51	9.8	50	9.7	51	9.8	50	9.7	51	9.8	37	6.7	41	7.4	42	8.2	42	8.2
60 to 64 years	58	12.6	57	12.6	58	12.6	57	12.6	57	8.5	23	5.0	26	5.6	24	5.6	23	5.5
65 to 69 years	−31	−9.6	−31	−9.7	−44	−14.4	−44	−14.5	−5	−1.5	−42	−12.5	−39	−11.7	−44	−14.4	−44	−14.5
70 to 74 years	−2	−0.8	−2	−0.9	14	5.7	14	5.6	2	0.4	13	5.0	16	5.8	14	5.7	14	5.6
75 years and over	145	32.4	153	34.2	61	16.7	69	19.0			51	13.4	63	16.5	61	16.7	69	19.0
65 years and over	112	11.3	120	12.0	30	3.3	38	4.2	−3	−0.3	23	23	39	4.0	30	3.3	38	4.2
1960																		
Females, all ages	815	7.7	(2)	(2)	733	7.0	(2)	(2)	710	6.8	743	6.6	(2)	(2)	653	6.3	(2)	(2)
Under 5 years	73	5.1	(2)	(2)	73	5.1	(2)	(2)	77	5.3	86	5.5	(2)	(2)	73	5.1	(2)	(2)
5 to 9 years	52	4.2	(2)	(2)	52	4.2	(2)	(2)	55	4.4	58	4.3	(2)	(2)	52	4.2	(2)	(2)
10 to 14 years	40	3.9	(2)	(2)	40	3.9	(2)	(2)	41	4.0	47	4.2	(2)	(2)	40	3.9	(2)	(2)
15 to 19 years	80	9.6	(2)	(2)	80	9.6	(2)	(2)	76	5.1	91	10.1	(2)	(2)	80	9.6	(2)	(2)
20 to 24 years	68	9.5	(2)	(2)	68	9.5	(2)	(2)	76	10.5	75	9.7	(2)	(2)	68	9.5	(2)	(2)
25 to 29 years	58	8.3	(2)	(2)	58	8.3	(2)	(2)	56	8.1	65	8.5	(2)	(2)	56	8.1	(2)	(2)
30 to 34 years	40	5.6	(2)	(2)	40	5.6	(2)	(2)	35	5.0	41	5.2	(2)	(2)	35	5.0	(2)	(2)
35 to 39 years	41	6.0	(2)	(2)	41	6.0	(2)	(2)	23	3.4	26	3.6	(2)	(2)	23	3.4	(2)	(2)
40 to 44 years	37	6.1	(2)	(2)	37	6.1	(2)	(2)	25	4.2	29	4.4	(2)	(2)	25	4.2	(2)	(2)
45 to 49 years	47	8.0	(2)	(2)	47	8.0	(2)	(2)	33	6.6	42	6.9	(2)	(2)	38	6.6	(2)	(2)
50 to 54 years	92	17.4	(2)	(2)	52	17.4	(2)	(2)	53	11.7	65	12.3	(2)	(2)	58	11.7	(2)	(2)
55 to 59 years	40	9.5	(2)	(2)	26	6.5	(2)	(2)	39	9.5	30	6.8	(2)	(2)	26	6.5	(2)	(2)
60 to 64 years	45	13.5	(2)	(2)	61	17.4	(2)	(2)	61	17.5	68	18.3	(2)	(2)	61	17.4	(2)	(2)
65 to 69 years	9	3.2	(2)	(2)	14	5.0	(2)	(2)	11	4.1	15	5.3	(2)	(2)	14	5.0	(2)	(2)
70 to 74 years	13	7.1	(2)	(2)	6	3.6	(2)	(2)	38	9.3	7	3.8	(2)	(2)	6	3.6	(2)	(2)
75 years and over	80	28.8	(2)	(2)	−2	−1.2	(2)	(2)			−2	−10	(2)	(2)	−2	−1.2	(2)	(2)
65 years and over	102	14.0	(2)	(2)	18	2.8	(2)	(2)	49	7.2	20	2.9	(2)	(2)	18	2.8	(2)	(2)

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[1] Figures for Negroes are preliminary. Based on unadjusted census figures; percents based on adjusted census figures would differ negligibly.

[2] Not applicable.

TABLE 6.—PREFERRED ESTIMATES OF THE PERCENT OF NET UNDERCOUNT OF THE POPULATION, BY SEX, RACE, AND BROAD AGE GROUPS: 1970 AND 1960

[Composite of analytic methods, corresponding to set D estimates (adjusted). Base of percentages is the corrected population. Minus sign (—) indicates a net overcount. Estimates for 1970 are based on census figures which have been adjusted for race misclassification in the complete count, affecting some 327,000 persons, mostly of Spanish ancestry, and for a gross overstatement of centenarians amounting to about 103,000 persons]

Year and age	All classes	White			Negro		
		Total	Male	Female	Total	Male	Female
1970							
All ages	2.5	1.9	[1] 2.5	1.4	7.7	9.9	5.5
Under 5 years	3.5	2.1	2.3	2.0	10.1	10.4	9.8
5 to 9 years	3.0	2.3	2.4	2.2	7.3	7.7	6.9
10 to 14 years	1.3	1.0	1.1	.9	3.2	3.5	2.8
15 to 19 years	1.2	.9	1.3	.5	3.7	4.3	3.2
20 to 24 years	2.3	1.8	2.5	1.1	8.5	12.1	5.2
25 to 34 years	4.3	3.4	4.3	2.4	12.5	18.5	6.7
35 to 44 years	3.1	2.0	3.6	.5	10.7	17.7	4.0
45 to 54 years	2.1	1.4	2.7	.1	8.7	12.4	5.3
55 to 64 years	2.6	1.1	2.2	1.9	8.0	9.2	7.0
65 years and over	1.8	1.8	1.2	2.2	1.2	−3.1	4.2
1960							
All ages	2.7	2.0	2.4	1.6	8.0	9.7	6.3
Under 5 years	2.2	1.5	1.9	1.1	5.8	6.6	5.1
5 to 9 years	2.3	1.9	2.4	1.5	4.7	5.1	4.2
10 to 14 years	2.4	2.0	2.5	1.5	4.4	5.0	3.9
15 to 19 years	4.2	3.2	3.8	2.4	10.9	12.3	9.6
20 to 24 years	4.7	3.4	4.3	2.4	13.9	18.4	9.5
25 to 34 years	3.6	2.3	3.6	1.0	12.5	18.5	6.5
35 to 44 years	1.7	1.0	2.2	−.2	7.6	11.5	3.8
45 to 54 years	3.3	2.5	2.5	2.4	9.9	11.0	9.0
55 to 64 years	2.0	1.1	.5	1.7	10.1	8.5	11.6
65 years and over	1.9	2.2	0	3.5	−1.0	−5.8	2.8

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[1] Required figure, as given in tables 2 and 3, is 2.4 percent.

TABLE 7.—ESTIMATES OF THE PERCENT OF NET UNDERCOUNT OF CHILDREN UNDER 15 YEARS OF AGE, BY AGE, SEX, AND RACE: 1940 TO 1970

[Base of percentages in the corrected population]

Age and year	All classes	White		Negro and other races		Negro	
		Male	Female	Male	Female	Male	Female
Under 5 years:							
1970:							
Unadjusted	3.5	2.6	2.2	9.2	8.6	10.4	9.9
Adjusted [1]	3.5	2.3	2.0	10.3	9.7	10.4	9.8
1960	2.2	1.9	1.1	6.9	5.5	6.6	5.1
1950	4.7	4.3	3.6	10.0	9.3	9.6	9.0
1940	7.1	6.5	6.0	16.0	14.5	16.0	14.4
5 to 9 years:							
1970:							
Unadjusted	3.1	2.7	2.4	6.5	5.7	7.8	6.9
Adjusted [1]	3.1	2.4	2.2	7.5	6.6	7.7	6.9
1960	2.3	2.4	1.5	5.1	4.3	5.1	4.2
1950	3.6	3.0	2.4	10.6	8.9	10.4	8.5
10 to 14 years:							
1970:							
Unadjusted	1.4	1.3	1.2	2.6	1.8	3.6	2.9
Adjusted [1]	1.4	1.1	.9	3.5	2.7	3.5	2.8
1960	2.4	2.5	1.5	5.2	4.2	5.0	3.9
1950	1.8	1.0	1.0	6.2	6.5	7.2	6.0

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[1] Adjusted estimates are based on census figures which have been adjusted for race misclassification in the complete count and for an overstatement of centenarians.

TABLE 8.—COMPARISON ON "ENUMERATED" SEX RATIOS AND EXPECTED "TRUE" SEX RATIOS, BY AGE AND RACE: 1970 AND 1960

[Sex ratios represent males per 100 females]

	1970						1960			
	Census		Expected		Difference [1]			Expected		
Race and age	Unadjusted	Adjusted [2]	Based on component sex ratios	Based on "true" population	Unadjusted	Adjusted [2]	Census	Based on component sex ratios	Based on "true" population	Difference [1]
Under 5 years	104.6	104.6	105.0	105.0	−0.4	−0.4	104.0	104.8	104.8	−0.0
5 to 9 years	104.5	104.5	104.7	104.7	−.2	−.2	104.0	104.9	104.9	−.9
10 to 14 years	104.5	104.5	104.6	104.6	−.1	−.1	103.8	104.8	104.9	−1.1
15 to 19 years	102.6	102.7	103.4	103.4	−.8	−.7	101.1	102.9	102.6	−1.5
20 to 24 years	94.5	94.6	95.9	96.0	−1.5	−1.4	96.3	98.5	98.2	−1.9
25 to 29 years	98.1	98.1	100.3	100.1	−2.0	−2.0	97.7	100.5	(3)	−2.8
30 to 34 years	97.7	97.7	100.1	99.7	−2.0	−2.0	97.2	99.6	(3)	−2.4
35 to 39 years	96.9	96.9	100.2	(3)	−3.3	−3.3	95.7	98.4	(3)	−2.7
40 to 44 years	96.0	96.0	99.0	(3)	−3.0	−3.0	96.4	98.5	(3)	−2.1
45 to 49 years	94.1	94.1	97.0	(3)	−2.9	−2.9	97.4	98.3	(3)	−.9
50 to 54 years	93.5	93.5	95.5	(3)	−2.0	−2.0	97.2	96.6	(3)	+.6
55 to 59 years	91.8	91.8	92.7	(3)	−0.9	−.9	95.7	94.5	(3)	+1.2
60 to 64 years	87.7	87.8	87.4	(3)	+.3	+.4	91.0	89.9	(3)	+1.1
65 to 69 years	80.4	80.5	81.2	(3)	−.8	−.7	87.9	85.9	(3)	+2.3
70 to 74 years	73.3	73.4	73.0	(3)	+.3	+.4	85.1	81.1	(3)	+4.0
75 years and over	63.2	62.8	61.3	(3)	+1.9	+1.5	74.3	71.7	(3)	+2.6
65 years and over	71.6	71.5	70.8	(3)	+.8	+.7	82.3	79.5	(3)	+2.8
NEGRO AND OTHER RACES										
Under 5 years	100.8	100.7	101.4	101.4	−.6	−.7	99.9	101.4	101.5	−1.6
5 to 9 years	100.8	100.6	101.6	101.6	−.8	−1.0	100.0	100.7	100.9	−.9
10 to 14 years	100.4	100.3	101.1	101.2	−.8	−.9	100.1	100.1	101.1	−1.0
15 to 19 years	98.9	98.7	99.6	99.7	−.8	−1.0	97.8	99.5	100.5	−2.7
20 to 24 years	87.8	87.4	92.3	92.4	−4.5	−5.0	89.1	97.5	97.6	−8.5
25 to 29 years	86.4	86.1	94.4	95.3	−8.9	−9.2	87.0	98.9	(3)	−11.9
30 to 34 years	84.7	84.3	94.9	94.9	−10.2	−10.6	85.8	98.4	(3)	−12.6
35 to 39 years	82.9	82.7	96.0	(3)	−13.1	−13.3	89.4	98.0	(3)	−8.6
40 to 44 years	83.3	83.1	95.8	(3)	−12.5	−12.7	90.4	97.0	(3)	−6.6
45 to 49 years	87.6	87.4	95.9	(3)	−8.3	−8.5	93.8	97.2	(3)	−3.4
50 to 54 years	87.8	87.6	93.7	(3)	−5.9	−6.1	96.8	96.3	(3)	+.5
55 to 59 years	88.9	88.6	91.9	(3)	−3.0	−3.3	98.4	94.2	(3)	+4.2
60 to 64 years	87.8	87.4	89.5	(3)	−1.7	−2.1	94.6	89.8	(3)	+4.8
65 to 69 years	83.0	82.5	86.4	(3)	−3.4	−3.9	90.9	83.9	(3)	+7.0
70 to 74 years	81.6	81.2	76.0	(3)	+5.6	+5.2	92.2	82.5	(3)	+9.7
75 years and over	74.8	73.8	61.9	(3)	+12.9	+11.9	87.2	76.3	(3)	+10.9
65 years and over	79.8	79.2	74.1	(3)	+5.7	+5.1	90.1	81.2	(3)	+8.9
NEGRO [4]										
Under 5 years	100.5	100.5	(3)	101.1	−.6	−.6	99.6	(3)	101.3	−1.7
5 to 9 years	100.5	100.5	(3)	101.4	−.9	−.9	99.7	(3)	100.7	−1.0
10 to 14 years	100.3	100.3	(3)	101.0	−.7	−.7	99.7	(3)	100.9	−1.2
15 to 19 years	98.4	98.4	(3)	99.5	−1.1	−1.1	97.2	(3)	100.1	−2.9
20 to 24 years	86.2	86.2	(3)	92.9	−6.7	−6.7	88.0	(3)	97.6	−9.6
25 to 29 years	85.3	85.3	(3)	96.6	−11.3	−11.3	86.7	(3)	(3)	(3)
30 to 34 years	83.0	83.0	(3)	96.1	−13.1	−13.1	85.5	(3)	(3)	(3)

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[1] Employs expected sex ratios "based on the estimated 'true' population" for those ages where available. A minus sign (−) denotes a deficit, and a plus sign denotes an excess, in the census sax ratio.

[2] Adjusted estimates are based on census figures which have been adjusted for race misclassification in the complete count and for an overstatement of centenarians.

[3] Not available.

[4] Expected sex ratios are not available for the older ages not shown.

AMERICAN STATISTICAL ASSOCIATION—PROCEEDINGS OF THE SOCIAL STATISTICS SECTION, 1972

Preliminary evaluation of 1969 money income data collected in the 1970 census of population and housing

(By Mitsuo Ono, Social and Economic Statistics Administration, Bureau of the Census)

INTRODUCTION

All persons 14 years old and over who were included in either the 15 or 5 percent sample of the 1970 Census of Population and Housing were asked a series of questions on their money income received in 1969. In order to reduce respondents' burdens of reporting income information, a skip pattern was used whereby respondents reporting not working at all in 1969 were not required to answer the first three earnings questions. Hence, depending on their responses to the work experience question, persons receiving the Census sample questionnaires were asked to complete either three or six income questions.

The income information requested in the 1970 Census covered money income regularly received before deduction for taxes, and excluded lum sum payments, such as net capital gains. See reference 1 for further details.

Since money income data compiled in the Decennial Censuses are used widely for many purposes, it was deemed advisable to present a summary evaluation on this subject using currently available data. This preliminary note is organized under five main headings: (1) analysis of income allocation rates, (2) comparison income levels of families fully reporting their income information with others, (3) comparisons between income information compiled in the 1970 Census and in the March 1970 Current Population Survey (CPS), (4) comparisons between aggregate incomes reported in the 1970 Census with benchmark totals, and (5) a summary.

ANALYSIS OF INCOME ALLOCATION RATES

In any large-scale statistical undertaking such as the Decennial Census, incomplete, illegible, or missing questionnaire items are bound to occur, even though every effort is made to minimize these problems. A computer editing operation corrects for inconsistencies. The allocation procedure assigns acceptable entries in place of nonentries on questionnaires because they were not reported, poorly marked, or were not read by the electronic scanning equipment. Income assignments (positive or negative dollar amounts or none) are based on fully reported income information of persons with similar social and economic characteristics. In the 1970 Census, this income "hot deck" allocation procedure covered four matrices, three for workers (covering earnings of all workers, income other than earnings for all workers other than farmers and farm manages, and income other than earnings for farmers and farm managers) and one for nonworkers relating to their incomes other than earnings. These matrices contained various combinations of persons' characteristics such as age, sex, relationship to household head, race, work experience, major occupation group, weeks worked, and class of worker through which the allocations take place. For example, there were 2,094 matrix cells for allocating earnings of persons reporting that they had worked in 1969 but who did not report their earnings on the questionnaire. The allocations took place in the order of the processing of individual records. When no reported income information was stored in the computer, initial missing income items were assigned based on a "cold deck" table of starting constant values.

In addition, because of enumerator or processing errors, it is sometimes necessary to assign all of the characteristics for a person or for a household through a substitution or replication procedure. The term "allocation" as used in the text of this paper also includes a small number of such substitution cases.

All income nonentries of family members were allocated prior to deriving family income. The allocation rates for family income shown in table 1 relate to all families for which any family member 14 years old and over had one or more income items allocated. In the 1970 Census, if there was either a positive or negative dollar amount reported on any of the three earnings questions, "none" assignments, in either the earnings or "other income" question, were not counted as income allocations. These allocation rates are unit counts and are not weighted by the income amounts contributed by family members, e.g., the family is counted as allocated although the family head, usually the major earner, had fully reported income but one of his teenage sons did not. The allocation rate for persons is derived by dividing the number of persons with one or more income nonentries which have been allocated by the number of persons 14 years old or older. The family allocation rate is obtained by dividing the number of families with one or more family members having an allocated income by the total number of families.

PRELIMINARY FINDINGS

The family income allocation rates presented in table 1 show that of approximately 51.2 million families enumerated in the 1970 Census, about 10.6 million, or about 21 percent of all families, had at least one member of the family with one or more income items allocated. This rate was about double the 10.6 percent computed for the 1960 Census. The definitions used to compute the allocation rates for the two censuses are about simliar. It would be noted that there were three income questions in the 1960 Census and six income questions in the 1970 Census; undoubtedly this increase in the number of income items had a direct effect on the higher allocation rate in 1970.

It should be further noted that the allocations do not have as much impact on income reporting as these rates imply since, if ever one member of a family has one or more income items allocated, the family as a whole is treated as an allocated unit whether or not other family members had fully reported their income information. Hence, a more useful index is the proportion of the total income allocated. This analysis, planned for the future is not yet available. An alternative measure to the family allocation rate is to compute the allocation rate on a persons basis. The persons allocation rate was 12.5 percent in the 1970 Census Even though this is only about half the family rate, the persons allocation rates in the 1970 Census, were about double those from the 1960 Census. The breakdown of this rate shows that the rate for men (13.3 percent) was slightly higher than the rate for women (11.8 percent). The comparable rates from the 1960 Census were 6.2 percent overall, 6.4 percent for men, and 6.0 percent for women.

The family income allocation rate varied widely by family income intervals. As shown in table 1, of the 51.2 million families the Census tabulated about 1.3 million families with incomes of less than $1,000 (including net losses). Approximately 28 percent of these families were families for which some or all of the income information had been allocated. At the other end of the distribution, there were 398,000 families with family income greater than $50,000. The allocation rate for this group was 27 percent. These two, 28 and 27 percent, were the highest allocation rates. The lowest allocation rate of 18.3 percent was recorded by families in the $10,000 to $11,999 family income class interval. Thus, the overall distribution of allocations follow a bimodal-type distribution with families at the two extremes of the distribution sharing the peak rates.

Table 2 shows the distribution of family income allocation rates by State areas. For total money income, it shows that the allocation rates ranged from a peak of 26 percent for the State of Nevada (30 percent for the District of Columbia) to a low of 17 percent for Montana. In the 1960 Census, these rates ranged from 15 percent for both of the States of Colorado and Florida (24 percent for the District of Columbia) to a low of 8 percent for Iowa. Also, a further analysis was made of the 1970 Census family allocation rates by states which were enumerated predominantly using the mailout-mailback system as compared with states using other enumeration procedures. The allocation rates between states using these alternative enumeration procedures showed no appreciable difference and hence, it appears that the type of enumeration procedure had no impact on varying the level of the allocation rates.

COMPARISON OF INCOME LEVELS OF FAMILIES FULLY REPORTING THEIR INCOME INFORMATION WITH OTHERS

As shown in table 2, the difference in median family income levels "before and after" allocation was almost negligible for the country as a whole and by states. This difference for the United States as a whole was about $50 resulting from a "before allocation" value of $9,642 and an "after allocation" value of $9,590. The median income of family units with one or more members having some income information allocation was about 3 percent less than family units for which the income information was not allocated. These figures indicate that lower than median income families were more likely to have one or more members requiring some income information allocated.

COMPARISONS BETWEEN INCOME INFORMATION COMPILED IN THE 1970 CENSUS AND IN THE CURRENT POPULATION SURVEY (CPS)

Since 1947, annual income information for the Nation as a whole has been compiled in the March supplement to the CPS. References 2 and 3 provide more information regarding the CPS. Since income information from the CPS, among others, is collected under more controlled conditions than under the Census operations, e.g., the interviewers are more experienced and trained to obtain information in depth, the CPS results provide a source by which the overall quality of Census results can be ascertained.

PRELIMINARY FINDINGS

As shown in table 3, the 1969 median income of families obtained from the March 1970 CPS was $9,433, approximately 1.7 percent less than comparable median income from the 1970 Census. Overall, data in this table show that the correspondence between the 1970 Census and the March 1970 CPS was closer than between the 1960 Census and the March 1960 CPS. The difference in 1959 median family incomes was about 5 percent as compared with the difference of about 2 percent in the 1969 median family incomes.

Table 4 shows aggregate money incomes by type of income as computed from the Census and the CPS. In the 1970 Census, aggregate income was computed at 635.5 billion dollars, about 5 percent higher than the 603..3 billion dollars computed from the 1970 CPS. The comparable rate in the 1960 Census was 9 percent. The implications of these figures regarding the probable improvements in collecting CPS income data relative to Census data are currently under investigation.

COMPARISONS BETWEEN AGGREGATE INCOMES REPORTED IN THE 1970 CENSUS WITH BENCHMARK TOTALS

Another indication of quality is the ratio of the money income amount collected in the Census to the money income amount that should be collected if there were no misreporting or underreporting of this information. Estimates of the latter, designated as BEA benchmark figures, were computed from data developed originally by the Bureau of Economic Analysis (BEA), which, in turn, derived their figures from administrative data sources. See references 3 and 4 for further details.

PRELIMINARY FINDINGS

As shown in table 4, total 1969 money income compiled in the 1970 Census was about 92 percent of the BEA benchmark total. These "benchmark" ratios were 100 percent for wage and salary, 91 percent for net self-employment income, (99 percent for nonfarm self-employment income, and 65 percent for farm self-employment income), and 60 percent for "other income" (82 percent for Social Security and railroad retirement benefits, 69 percent for public assistance payments, and 53 percent for the remaining "other income" types). The 1960 Census ratios between Census and benchmark totals were 94 percent for the total, 99 percent for wage and salary, 112 percent for self-employment income, and 62 percent for other income. The major difference in these ratios between the two censuses was the reduction in the 1970 Census benchmark ratio for net self-employment income. This is still under investigation. It may be possible that there was less reporting of gross self-employment income in the 1970 Census than in the 1960 Census.

Table 5 shows a preliminary tabulation of these "benchmark" ratios by states and by type of income. A number of states have Census wage and salary totals which are larger than BEA benchmark totals. This discrepancy is the result, among others, of problems in the benchmark figures and the misreporting of income in the wage and salary question. Thus, because of the phrase "from all jobs" in the wage and salary question, it may be possible that some had interpreted this question to cover all earnings or income instead of wage and salary income received during 1969. Another indication of reporting bias is the overreporting and underreporting (relative to benchmark totals) of the net nonfarm and farm self-employment income items. This problem involves not only getting better methods for reducing misreporting of these items in the field but also involves getting better comparable benchmark data, especially for farm household net self-employment income. These, and other problems, uncovered by table 5, are currently under investigation.

SUMMARY

1. Although the family income allocation rate was about 21 percent, the difference in median income levels between "before and after" allocated family income was not significant.

2. The Census income data were more consistent with comparable income information from the March CPS in 1970 than in 1960.

3. Comparisons with aggregate income benchmark estimates indicate that the rate of total income reported in the 1970 Census was slightly lower than the rate reported in the 1960 Census. The reported rate differed primarily for the net self-employment income item.

REFERENCES

1. U.S. Bureau of the Census, Census of Population: 1970, *General Social and Economic Characteristics*, Final Reports PC(1)-C1 through PC(1)-C52.

2. U.S. Bureau of the Census, *Current Population Reports*, Series P-60, No. 75, "Income in 1969 of Families and Persons in the United States," U.S. Government Printing Office, Washington, D.C., 1970.

3. U.S. Bureau of the Census, *Income Distribution in the United States*, by Herman P. Miller, U.S. Government Printing Office, Washington, D.C., 1966.

4. "Appraisal of Basic Data Available for Constructing Income Size Distributions": by Selma F. Goldsmith, in *Studies in Income and Wealth*, Volume 13, National Bureau of Economic Research, 1951, pp. 265–373.

TABLE 1.—FAMILIES BY TOTAL MONEY INCOME IN 1969, BEFORE AND AFTER ALLOCATION OR SUBSTITUTION OF INCOME NONRESPONDENTS, FOR THE UNITED STATES

Total money income	Number			
	After allocation or substitution	Before allocation or substitution	Allocation or substitution	Allocation or substitution rate
Total families	51, 168, 599	40, 589, 511	10, 579, 088	20. 7
Less than $1,000	1, 277, 006	918, 679	358, 327	28. 1
$1,000 to $1,999	1, 733, 205	1, 324, 402	408, 803	23. 6
$2,000 to $2,999	2, 260, 578	1, 749, 836	510, 742	22. 6
$3,000 to $3,999	2, 499, 946	1, 938, 347	561, 599	22. 5
$4,000 to $4,999	2, 601, 863	2, 021, 902	579, 961	22. 3
$5,000 to $5,999	2, 934, 453	2, 307, 430	627, 023	21. 4
$6,000 to $6,999	3, 146, 245	2, 497, 712	648, 533	20. 6
$7,000 to $7,999	3, 451, 531	2, 776, 852	674, 697	19. 5
$8,000 to $8,999	3, 640, 466	2, 952, 407	688, 059	18. 9
$9,000 to $9,999	3, 457, 835	2, 815, 029	642, 806	18. 6
$10,000 to $11,999	6, 585, 510	5, 377, 909	1, 207, 601	18. 3
$12,000 to $14,999	7, 031, 917	5, 709, 257	1, 322, 660	18. 8
$15,000 to $24,999	8, 176, 995	6, 441, 997	1, 734, 998	21. 2
$25,000 to $49,999	1, 972, 996	1, 467, 407	505, 589	25. 6
$50,000 or more	398, 053	290, 345	107, 708	27. 1
Median income	$9, 590	$9, 642	$9, 361	(1)

[1] Not applicable.

Source: Census of Population: 1970, "General Social and Economic Characteristics," Final Report PC(1)–C2 to C52. United States total obtained by summing the States.

TABLE 2,—PERCENT OF FAMILIES WITH 1 OR MORE INCOME ALLOCATIONS IN 1969 AND 1959 AND MEDIAN INCOME IN 1969 OF FAMILIES BEFORE AND AFTER ALLOCATIONS OF INCOME, FOR THE UNITED STATES, BY STATE

State	Allocation rates		Median income—1970 census			
	1970 census	1960 census [1]	After allocation	Before allocation	With allocation	Ratio [2]
United States, total	20.7	10.6 [3]	$9,590	$9,642	$9,361	0.995
Northeast:						
New England:						
Maine	19.1	11.2	8,205	8,183	8,314	1.003
New Hampshire	20.4	12.1	9,698	9,583	10,187	1.012
Vermont	18.8	9.6	8,929	8,899	9,087	1.003
Massachusetts	21.1	12.2	10,835	10,873	10,665	.997
Rhode Island	23.6	14.2	9,736	9,794	9,521	.994
Connecticut	23.0	11.6	11,811	11,886	11,509	.994
Middle Atlantic:						
New York	20.9	13.4	10,617	10,669	10,391	.995
New Jersey	21.8	12.9	11,407	11,491	11,051	.993
Pennsylvania	19.6	10.8	9,558	9,598	9,365	.996
North-central:						
East north-central:						
Ohio	19.8	10.7	10,313	10,356	10,102	.996
Indiana	17.6	10.7	9,970	9,992	9,845	.998
Illinois	21.1	13.6	10,959	10,985	10,845	.998
Michigan	19.6	10.7	11,032	11,081	10,792	.996
Wisconsin	21.3	9.5	10,068	10,091	9,968	.998
West north-central:						
Minnesota	20.3	9.0	9,931	9,980	9,705	.995
Iowa	18.4	8.2	9,018	8,997	9,130	1.002
Missouri	22.2	13.3	8,914	8,988	8,620	.992
North Dakota	18.2	9.9	7,838	7,806	8,018	1.004
South Dakota	19.9	10.1	7,494	7,514	7,398	.997
Nebraska	19.2	9.3	8,564	8,592	8,417	.997
Kansas	19.2	9.2	8,693	8,717	8,572	.997
South:						
South Atlantic:						
Delaware	18.4	14.4	10,211	10,366	9,391	.985
Maryland	20.7	11.9	11,063	11,137	10,735	.993
District of Columbia	29.9	23.6	9,583	9,712	9,273	.987
Virginia	20.3	10.3	9,049	9,073	8,949	.997
West Virginia	18.6	10.0	7,415	7,450	7,235	.995
North Carolina	21.5	10.3	7,774	7,854	7,452	.990
South Carolina	21.8	9.7	7,621	7,645	7,527	.997
Georgia	20.8	11.2	8,167	8,238	7,867	.991
Florida	22.7	15.4	8,267	8,355	7,937	.989
East south-central:						
Kentucky	19.6	11.3	7,441	7,486	7,236	.994
Tennessee	22.3	10.4	7,447	7,492	7,277	.994
Alabama	21.0	9.7	7,266	7,337	6,964	.990
Mississippi	22.3	9.3	6,071	6,116	5,902	.993
West south-central:						
Arkansas	21.0	11.2	6,273	6,301	6,161	.996
Louisiana	24.7	11.6	7,530	7,638	7,165	.986
Oklahoma	20.3	13.3	7,725	7,717	7,763	1.001
Texas	19.6	12.1	8,490	8,514	8,377	.997
West:						
Mountain:						
Montana	17.3	13.7	8,512	8,541	8,348	.997
Idaho	20.2	11.2	8,381	8,325	8,633	1.007
Wyoming	19.8	10.7	8,943	8,911	9,119	1.004
Colorado	19.7	15.4	9,555	9,616	9,271	.994
New Mexico	22.0	12.2	7,849	7,867	7,769	.998
Arizona	22.5	12.1	9,187	9,220	6,062	.996
Utah	20.8	11.3	9,320	9,297	9,413	1.002
Nevada	26.0	14.3	10,692	10,647	10,835	1.004
Pacific:						
Washington	20.3	9.5	10,407	10,457	10,182	.995
Oregon	22.8	9.6	9,489	9,545	9,256	.994
California	20.2	12.5	10,732	10,784	10,498	.995
Alaska	21.4	14.0	12,443	12,502	12,200	.995
Hawaii	21.3	10.7	11,554	11,450	11,993	1.009

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[1] Nonresponse allocation rates for total family income are somewhat overstated. For a discussion on family allocation rates, see text, p. LXXXVII in the U.S. Summary.

[2] Ration of after allocation to before allocation.

[3] Revised.

Source: Census of Population: 1970, "General Social and Economic Characteristics," final report PC(1)–C2 to C52, and Census of Population: 1960, "General Social and Economic Characteristics," final report PC(1)–1C to 52C.

TABLE 3.—INCOME IN 1969 AND 1959 OF FAMILIES BASED ON THE DECENNIAL CENSUSES AND THE MARCH CURRENT POPULATION SURVEYS, FOR THE UNITED STATES

Total money income	Family income in 1969		Family income in 1959	
	1970, Census	March 1970 CPS	1960, Census	March 1960 CPS
UNITED STATES				
Number (thousands)	51,169	51,237	45,128	45,062
Percent	100.0	100.0	100.0	100.0
Less than $1,000	2.5	1.6	5.6	5.1
$1,000 to $1,999	3.4	3.4	7.5	8.3
$2,000 to $2,999	4.4	4.6	8.3	9.3
$3,000 to $3,999	4.9	5.3	9.5	10.1
$4,000 to $4,999	5.1	5.4	11.0	11.7
$5,000 to $5,999	5.7	5.9	12.3	13.2
$6,000 to $6,999	6.1	6.4	10.7	11.0
$7,000 to $7,999	6.7	7.3	8.6	8.4
$8,000 to $8,999	7.1	7.4	6.6	10.6
$9,000 to $9,999	6.8	7.0	4.9	
$10,000 to $11,999	12.9	13.0	10.5	9.1
$12,000 to $14,999	13.7	13.7		
$15,000 to $24,999	16.0	15.6	3.3	2.4
$25,000 to $49,999	3.9	3.2	1.3	0.7
$50,000 or more	0.8	0.4		
Median income	$9,590	$9,433	$5,660	$5,417
Mean income	10,999	10,577	(1)	(1)

[1] Not available.

Source: Census of Population: 1970, "General Social and Economic Characteristics," Final Reports PC(1)-C2 to C52; Census of Population: 1960, "General Social and Economic Characteristics," Final Report PC(1)-C1, U.S. Summary, and March 1970 and 1960 Current Population Surveys.

TABLE 4.—COMPARISON OF CENSUS, CURRENT POPULATION SURVEY, AND BUREAU OF ECONOMIC ANALYSIS ESTIMATES OF AGGREGATE INCOME IN 1969, 1959, AND 1949, BY TYPE OF INCOME, FOR THE UNITED STATES

Year and type of income	Estimates of aggregate income (in billions)				
	Census		Current population survey		
	Families and unrelated individuals	Persons 14 years old and over	Families and unrelated individuals	Persons 14 years old and over	Bureau of Economic Analysis (BEA) [1]
1969					
Total income	$635.5	$633.8	$603.3	$608.0	$692.4
Wage or salary income	499.4	(2)	474.8	478.9	497.8
Self-employment income	56.7	(2)	51.8	52.1	62.1
Nonfarm	47.9	(2)	43.4	43.6	48.6
Farm	8.8	(2)	8.4	8.5	13.5
Other income	79.4	(2)	76.7	77.0	132.5
Social Security	22.2	(2)	22.3	22.4	27.0
Public assistance	4.6	(2)	4.9	5.0	6.6
Other	52.6	(3)	49.5	49.6	98.9
1959					
Total income	332.3	331.7	304.5	306.7	353.1
Wage or salary income	(2)	246.5	231.8	233.5	249.8
Self-employment income	(2)	47.9	36.1	38.3	42.6
Other income	(2)	37.3	32.6	32.7	60.6
1949					
Total income	155.2	173.2	160.2	159.8	191.0
Wage or salary income	(2)	124.3	120.4	120.0	128.8
Self-employment income	(2)	31.1	27.2	26.5	31.3
Other income	(2)	16.6	13.2	13.3	30.9

	Ratio of—					
	Census to CPS		Census to BEA		CPS to BEA	
	Families and unrelated individuals	Persons 14 years old and over	Families and unrelated individuals	Persons 14 years old and over	Families and unrelated individuals	Persons 14 years old and over
1969						
Total income	105	104	92	92	87	88
Wage or salary income	105	(4)	100	(4)	95	96
Self-employment income	109	(4)	91	(4)	83	84
Nonfarm	110	(4)	99	(4)	89	90
Farm	105	(4)	65	(4)	62	63
Other income	104	(4)	60	(4)	58	58
Social Security	100	(4)	82	(4)	83	83
Public assistance	94	(4)	69	(4)	74	76
Other	106	(4)	53	(4)	50	50
1959						
Total income	109	108	94	94	86	87
Wage or salary income	(4)	106	(4)	99	93	93
Self-employment income	(4)	125	(4)	112	85	90
Other income	(4)	114	(4)	62	54	54
1949						
Total income	97	108	81	91	84	84
Wage or salary income	(4)	104	(4)	97	93	93
Self-employment income	(4)	117	(4)	99	87	85
Other income	(4)	125	(4)	54	43	43

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[1] 1969 BEA estimates were prepared by the Bureau of the Census using the Bureau of Economic Analysis data.

[2] Not available.

[3] These estimates are based on preliminary sample tabulations rather than on final results because the final data do not contain distributions of each type of income. The aggregate total income estimated from the preliminary sample is in close agreement with the comparable aggregate estimated from the final data.

[4] Not computable.

TABLE 5.—TYPE OF INCOME IN 1969 AND 1959 OF FAMILIES AND UNRELATED INDIVIDUALS IN THE DECENNIAL CENSUSES AS A PERCENT OF COMPARABLE BUREAU OF ECONOMIC ANALYSIS ESTIMATES IN 1969 AND 1959, FOR THE UNITED STATES, BY STATE

State	1970 census									1960 census [1]			
			Self-employment income			Other income							
	Total money income	Wage or salary income	Total	Nonfarm	Farm	Total	Social security income	Public assistance income	Other income	Total money income	Wage or salary income	Self-employment income	Other income
United States, total	92	100	91	99	65	60	82	69	53	94	99	112	62
NORTHEAST													
New England:													
Maine	90	104	77	90	33	53	80	85	43	92	101	101	59
New Hampshire	96	104	109	104	347	60	77	69	54	100	106	126	62
Vermont	92	101	113	124	87	55	80	73	46	92	98	103	65
Massachusetts	90	100	93	93	87	57	79	69	50	92	98	134	55
Rhode Island	92	100	90	89	200	64	77	82	59	92	96	132	60
Connecticut	90	101	94	96	56	53	79	67	48	92	96	132	60
Middle Atlantic:													
New York	88	98	93	93	99	55	79	61	50	90	94	130	51
New Jersey	92	101	96	96	99	58	80	84	51	96	100	121	60
Pennsylvania	91	99	90	88	120	61	81	71	53	92	97	125	56
NORTH CENTRAL													
East North Central:													
Ohio	92	99	86	85	98	60	82	70	53	94	98	117	61
Indiana	92	99	83	90	66	63	83	101	54	96	99	115	69
Illinois	89	97	93	95	83	54	79	69	47	93	96	115	60
Michigan	92	100	91	89	123	58	83	72	51	95	99	117	58
Wisconsin	95	104	96	97	92	61	84	65	53	96	101	117	61
West North Central:													
Minnesota	93	101	93	100	81	61	83	77	53	97	102	111	64
Iowa	88	105	76	96	64	53	83	55	43	95	103	102	58
Missouri	94	103	90	96	77	65	84	68	58	89	94	99	60
North Dakota	91	106	99	103	97	48	80	84	37	88	91	94	65
South Dakota	86	105	81	115	68	51	82	77	40	85	97	79	53
Nebraska	85	102	77	93	66	49	83	79	39	91	97	99	60
Kansas	88	99	91	100	80	54	83	64	45	98	109	99	61

SOUTH													
South Atlantic:													
Delaware	88	101	73	95	28	46	75	59	40	80	92	111	37
Maryland	94	101	97	100	71	61	82	64	56	94	98	125	59
District of Columbia	83	92	135	133	(2)	48	77	73	45	92	104	96	56
Virginia	96	103	109	108	119	61	82	90	56	99	103	119	64
West Virginia	93	102	96	87	-386	59	85	74	45	92	96	114	66
North Carolina	91	99	80	101	45	59	81	69	50	94	101	94	60
South Carolina	92	100	89	98	55	56	77	92	46	96	103	101	60
Georgia	92	99	83	103	38	60	80	77	52	97	101	103	73
Florida	99	107	91	112	23	83	97	84	79	98	104	102	79
East South Central:													
Kentucky	93	101	85	90	73	66	85	71	57	98	102	121	65
Tennessee	94	102	95	95	95	58	82	82	48	96	100	117	65
Alabama	95	104	90	112	42	63	83	63	55	96	101	99	72
Mississippi	89	101	71	111	30	57	81	81	43	93	102	81	75
West South Central:													
Arkansas	89	103	70	107	37	60	84	84	48	93	100	84	79
Louisiana	89	99	89	101	49	53	81	70	44	95	98	114	71
Oklahoma	97	107	106	112	88	62	86	74	53	100	105	110	72
Texas	93	102	97	113	56	56	82	77	49	95	100	106	63
WEST													
Mountain:													
Montana	93	104	99	118	81	58	81	95	51	91	8	95	64
Idaho	96	112	77	101	56	63	82	78	54	98	100	112	69
Wyoming	95	105	111	109	114	55	81	76	47	91	97	102	57
Colorado	98	105	113	111	122	65	83	72	60	95	100	115	65
New Mexico	91	106	87	118	42	58	81	69	51	97	99	105	74
Arizona	96	103	84	108	23	78	96	87	74	102	104	107	89
Utah	99	105	110	111	108	65	85	73	59	99	101	122	68
Nevada	90	95	91	89	115	62	74	69	58	94	95	117	71
Pacific:													
Washington	94	102	89	98	58	62	85	85	55	98	101	128	68
Oregon	97	105	97	100	82	69	86	87	63	95	101	103	67
California	92	100	95	106	36	65	84	64	61	95	100	107	65
Alaska	94	95	137	134	-325	57	60	65	56	101	103	137	65
Hawaii	91	99	92	97	58	50	78	63	45	103	106	134	68

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[1] Based on persons 14 years old and over, not directly comparable with the 1970 census.

[2] Not available.

Census Bureau Report on 1970 Census Coverage

An estimated 5.3 million persons were not counted in the 1970 Decennial Census, the Bureau of the Census reported today. The Bureau noted that the rate of estimated undercoverage (approximately 2.5 percent) was lower than for both the 1960 and 1950 censuses.

An estimated 5.1 million persons were not counted in both the 1960 and 1950 censuses. However, there were about 24 million more persons counted in 1970 than in 1960, and approximately 52 million more persons than in 1950.

The 1970 rate of underenumeration was estimated at approximately 2.5 percent, about 0.2 percentage points lower than the 1960 rate of 2.7 percent and approximately 0.8 percentage points lower than the 1950 rate of 3.3 percent.

The Bureau, part of the U.S. Department of Commerce's Social and Economic Statistics Administration, said that improved coverage techniques, introduced in the 1970 Census, enabled it to record these gains.

The new 1970 techniques were carried out after careful study and trial and included special measures for areas known to be difficult to enumerate. The Bureau was able to measure the effect of some of these techniques on the population count and reported that they enabled the Census operation to count about 2.3 million persons that would probably have been missed if only past methods had been used. (Details of the new coverage techniques as well as evaluation of their effects may be found in the attached NOTE TO CORRESPONDENTS.)

These techniques helped compensate for changing lifestyles, attitudes and other factors which tended to make Census-taking more difficult in 1970. Some of these obstacles were; increased resistance on the part of the population to being interviewed, surveyed, etc. . . . more "alienation" and "distrust" of government and "authority" in general . . . more organized attempts to protest the Census . . . that segment of the labor market which had traditionally been the source of the supply of enumerators was declining . . . fear of being in the streets in many sections of large cities inhibited many of the remaining available personnel from applying for enumerators' jobs . . . increases in the proportion of the population in age-sex-race categories that have traditionally had above-average omission rates.

The Bureau issued the results of its intensive analysis of the population count in three technical papers (to be delivered tomorrow at the annual meeting of the Population Association of America in New Orleans. *These studies were done at the Bureau's own initiative by its professional staff members.* Similar studies were done on the 1960 and 1950 censuses.

The Bureau explained that the 5.3 million estimate of the number of persons missed in the 1970 Census is not a fixed, precise number, but the best estimate wihin a range of 4.8 to 5.8 million. The comparable best estimate for both 1960 and 1950 is 5.1 million.

Other highlights of the studies are:

The undercount for white persons in 1970 was 3.45 million persons or a rate of 1.9 percent. The comparable 1960 figures were 3.25 million persons, a rate of 2.0 percent.

The undercount of blacks in 1970 was estimated at 1.88 million persons or 7.7 percent. The comparable figures for 1960 were 1.63 million persons, a rate of 8.0 percent.

Most of the improvement for blacks occurred among females and young black males. The underenumeration rate for black females dropped from 6.3 percent in 1960 to 5.5 in 1970. The rate for young black males, (age 15–24) declined from about 15 percent in 1960 to approximately 8 percent in 1970. The only large segment of the black population which showed a significant deterioration in coverage was black children under 10 years of age. Their omission rate increased from about 5.3 percent in 1960 to 8.6 percent in 1970.

The method used to produce these results is based on a technique of developing the estimated U.S. population independent of the Census, and then comparing the Census counts to the expected numbers. The estimated population is developed by utilizing available figures on births, deaths, Medicare enrollment, immigration-emigration, past census data and complex analyses of age-sex-race distributions. Some of the data used probably have inperfections, and some subjective assumptions are necessary in deciding on the methods of analysis. Consequently, the undercount rates quoted above cannot be viewed as final or definitive, but rather as the current best estimates. However, the range of possible error does not apear to be very wide. A series of alternative assumptions were made and they did not affect the undercount figures seriously. Thus, the likely maximum range for the total number of persons missed is 4.8 to 5.8 million persons; the parallel range for the rate is 2.3 to 2.8 percent. Most individual sex-age-race groups are similarly moderately affected.

If new data or refinements in techniques are developed in the future, the Bureau of the Census will, of course, revise its estimates. Such revisions have been made in the previously reported estimates for 1960, derived mostly from new data available on Medicare enrollment, and methodological refinements. The 1960 figures quoted here are, therefore, somewhat different from those appearing in earlier Bureau reports.

After both the 1950 and 1960 Censuses, the Bureau of the Census tried several additional techniques to measure coverage. They did not appear to yield reliable estimates and the Bureau's professional staff then decided that the best approach was through the types of analysis described above.

The Bureau also reported that with presently known statistical techniques *it is not possible to prepare reliable coverage estimates for the population of Spanish ancestry or of other minority groups.* The statistics of births, deaths, and net immigration needed to produce the estimates for persons of Spanish ancestry or the other minority groups do not exist with the accuracy required for this analysis. Such statistics cannot be compiled from present records.

The Census Bureau is also not able to prepare reliable estimates of undercoverage for individual States, counties, cities, or other areas smaller than the U.S. total. The major reason is that data on internal migration are needed to produce independent population figures for these areas. Migration figures are not available with the high degree of precision that is necessary.

The impact of underenumeration on such uses as Congressional apportionment, legislative redistricting and allocation of funds among States or other local areas, as in revenue sharing, depends principally on the variation in the rate of underenumeration from place to place. If the rates of underenumeration were the same in all areas, then each area's share would be unaffected by any undercoverage. It is unlikely that complete uniformity exists. *However, as stated previously, there is no way of arriving at reliable estimates of coverage error for individual jurisdictions.*

The studies also reported that the Bureau was well satisfied with the effect of the mail census—used for the first time in 1970—on the population count. The methods of conducting the mail census appear to have been responsible for important improvements in coverage of occupied housing units, that is of the homes and apartments in which people live.

It was reported that special programs used for the first time in 1970 added over one percent to the final population count in 1970 (the 2.3 million persons mentioned on page 1 of this news release). These programs included such devices as: the large scale use of postal workers to check the completeness of the census address listings; special checks of housing units reported as vacant; foreign language aids; gaining the cooperation of many national and local minority group organizations; and a number of steps to improve enumeration in the inner-city parts of large cities, including higher pay rates to enumerators, closer supervision, more extensive training, assistance centers, and more intensive public information efforts. Without these special programs, the completeness of the count would have dropped below both the 1960 and 1950 levels.

Further information on technical and other aspects of population coverage appears in the attached *Note To Correspondents.*

Attachments.

NOTE TO CORRESPONDENTS

This attachment reviews the specific measures the Bureau undertook before and during the 1970 Decennial Census to widen the coverage of the population and thus reduce the likelihood of people being missed in the official count of the population.

It sketches early attempts at coverage improvement . . . summarizes the program for coverage improvement developed for 1970 . . . discusses in detail attempts to improve the count in difficult-to-enumerate areas . . . describes methods for getting an improved count of minorities . . . and furnishes a summary of the effectiveness of the program.

CENSUS BUREAU BACKGROUND STATEMENT IN CONNECTION WITH THE DECENNIAL COVERAGE PRESS RELEASE

In connection with the 1970 Census of Population and Housing, the Bureau carried out a series of measures aimed at (1) improving public cooperation and in order to insure more complete coverage, and (2) technical improvements in the census process to attain greater coverage.

In both cases, the purpose was to reduce the likelihood of people being missed in the count. The Census Bureau developed a clear-cut program and strategy aimed at reducing the problems that the Bureau knew it would face:

Development of coverage improvement program.—The Bureau started work on developing the special techniques for improving coverage as soon as the 1960 Census was completed. It drew on research during the 1950's when experiments had been carried out involving such techniques as the use of neighborhood leaders as enumerators, use of forms filled out by school children to match against census forms, and matching census results against various local records.

Similar experiments continued during the 1960's until final plans for the 1970 Census were completed. One of them, use of postal letter carriers to check missed residential addresses, led to plans for the 1970 mail census. Special censuses conducted during the 1960's in Fort Smith, Arkansas; Skokie, Illinois; the Louisville metropolitan area, Kentucky; Cleveland, Ohio; New Haven, Connecticut; Dane County (Madison), Wisconsin; and. Trenton, New Jersey enabled the Bureau to refine the basic strategy for the mail census in urban areas in 1970. These and other special censuses were also used to explore additional methods of detecting persons who might otherwise be missed in censuses. On the basis of these studies, a number of special procedures were added to the census plans.

Most of the following were entirely new techniques aimed at improving coverage. The purpose in reviewing them is to offer an insight into the complex factors involved in taking a decennial census and how the Bureau faced the major problems.

Concentration on hard-to enumerate areas.—1970 census planning paid particular attention to the question of areas known to present difficulties, especially hard-to-enumerate urban areas. In 1966, a committee on hard-to-enumerate areas was organized within the Bureau. It met weekly for about two years to hear the evidence and suggestions of a variety of specialists. The committee included representatives of various disciplines involved with the problem of census coverage. Many new ideas were developed and accepted as a result of these meetings.

Three-pronged coverage improvement program adopted for 1970.—A tentative coverage improvement program to be applied nationwide was adopted in final form in the summer of 1969. Three methods were to be used to improve coverage: 1) attempt to develop a more understanding and informed climate of public opinion toward the taking of the census; 2) improve the administration of the enumeration operations in the difficult-to-enumerate urban areas, and 3) introduce specific techniques to identify persons likely to be missed with ordinary census procedures, and add them to the census total.

Special procedures in 20 large cities.—In 20 large cities with areas of high population density and substandard housing, these major steps were taken:

(*a*) *Organization of 45 special offices* for conducting the census (the 1970 census was taken from 393 district offices). Called centralized offices, the 45 special offices were administered differently than those in the rest of the U.S. Centralized offices had fewer workers per supervisor, paid higher piece rates for work, had smaller workloads, and were run by Bureau professionals rather than temporary personnel. They were located in difficult-to-enumerate areas.

(*b*) *Precanvass of housing.*—Prior to April 1, 1970, buildings (especially multi-unit structures), in selected areas of the 20 cities, were visited by enumerators to confirm the count of housing units on the Census Bureau records. Any units not already on the Bureau's master address registers were added.

(*c*) *Missed persons campaign.*—During the actual enumeration, local organizations and civic officials cooperated with Census District Offices in a special missed persons campaign. This was primarily aimed at ghetto areas. Cards headed "Please Make Sure I am Counted in the Census" with spaces to fill in name, address, sex, race, age, and marital status were distributed by city and community organizations to people in casual settings (public places such as neighborhood grocery stores, etc.) The cards were printed in Spanish and Chinese as well as in English.

(*d*) *Movers operation.*—In some 20 major cities, post office change-of-address forms were used to identify people who moved during the period when field follow-up of the enumeration was taking place.

(*e*) *Assistance centers.*—These were places that the public could call or visit for help in filling out census forms. This was in addition to telephone answering service available in all U.S. district offices. They usually had some bilingual answerers who could help Spanish, Chinese, or Japanese persons.

(*f*) *Special publicity program.*—Much of the 1970 publicity effort was national in scope, but certain special measures were applied in the neighborhoods covered by the centralized district offices. Black personnel of the Bureau explained the importance of the census in black communities, especially through use of radio. Help from prominent Latin Americans was obtained to improve cooperation from Spanish-speaking people. Billboards were placed in high density areas, and flyers distributed through school systems. Special brochures were distributed in black and Spanish areas.

In Spanish-speaking neighborhoods, enumerators were furnished with a translation of the census questionnaires with which to answer questions. In addition, Spanish translations of the instruction sheet were made available to individuals through a variety of methods. Chinese translations were distributed in Chinese-speaking areas. Bilingual enumerators were hired whenever possible, and interpreters were hired to help with field follow-up where needed.

"Were You Counted?" forms, a standard means of counting people who might have escaped all the conventional follow-up procedures, were translated into eight foreign languages and distributed to ethnic newspapers.

Sound trucks were used in New York City and Newark, New Jersey, to augment regular publicity, and paid ads were employed in both New York and Chicago. Paid radio commercials were used in New York to urge cooperation in the census. (Part of the national publicity was developed with assistance from the Advertising Council, a group that devotes its time and talent exclusively to public service projects. The Council said its campaign resulted in the equivalent of $8.8 million in space and air time contributions by the media).

Community education program.—The community education program, aimed chiefly at black and Spanish speaking neighborhoods but also Chinese and Japanese and others, was established to improve understanding of the importance and value of the census in hard-to-enumerate areas. The Bureau hired a team of black and Spanish-speaking specialists who worked nationwide toward this goal by:

(*a*) Addressing local groups and explaining the need for an accurate census count and the benefits that such would provide communities.

(*b*) Acting on advice to improve communications concerning the census between the Bureau and local groups.

(*c*) Distributing census literature through local groups. These activities still continue on a reduced scale for continuing Bureau programs.

Intensified efforts to recruit local people.—During the 1970 census, the Census Bureau used many new techniques to recruit local persons as enumerators. For example, it used an unprecedented number of newspaper ads, spot announcements on radio and television and flyers and brochures in local post offices, and in beauty parlors and barbershops, doctors and dentists offices, and many other public places. Ministers publicized the census message from their pulpits as never before.

The National Urban League referred many persons to take the test for enumerator jobs and the Bureau also sought referrals from other minority organizations and community action groups.

Testing was done at a variety of places so as to make it easier for prospective employees to take tests for enumerator posts. These tests were conducted in assistance centers, schools, churches, neighborhood centers and other local places.

The Bureau's work with black organizations.—The Bureau contacted major black organizations across the country well before the 1970 census to enlist their aid in obtaining maximum coverage of black communities as well as black citizens in general. The following organizations made contributions to the census effort. The National Urban League, National Association for the Advancement of Colored People, Southern Christian Leadership Conference, National Association of Business and Professional Women, National Association of Marketing Developers, National Medical Association as well as national religious groups and others.

Involvement of Spanish-speaking organizations in the 1970 census.—In 1967, the Inter-Agency Committee on Mexican-American Affairs (forerunner of the Cabinet Committee on Opportunity for the Spanish-speaking) met with the Bureau concerning the 1970 census.

The Bureau invited other Spanish-speaking organizations and prominent individuals to offer recommendations regarding a public information program to inform the Spanish-speaking about the importance of the 1970 census to them.

Some of the organizations which played an active role were the Cabinet Committee (so named by 1969), Mexican-American Anti-Defamation Committee, Project of Adelante, Mexican-American Youth Organization, Southwest Council of La Raza, the Civil Rights Commission and the Equal Employment Opportunity Commission.

Efforts to improve coverage of the Spanish-speaking included preparation by the Bureau of the booklet "We, The Mexican Americans," in both English and Spanish; and, a public information program that distributed a massive volume of census literature to the Spanish-speaking in all 50 States.

National vacancy check.—In addition to procedures that addressed themselves especially to coverage in the major cities, particularly in hard-to-enumerate areas, there were major aspects to the coverage improvement program that were applied nationwide.

The national vacancy check was one of them. After the 1960 census, the Bureau discovered that an important cause of undercounting was the fact that enumerators classified some housing units as vacant when, in fact, the residents were only away temporarily. A procedure for checking on these reported housing unit vacancies was carried out between June and October 1970 to learn how many units had, in fact, been occupied, and adjustments were made in the census count to correct for this.

Postal check in Southern States.—To improve coverage in rural areas not included in the two-way mail census in 1970, a special postal check was done in 16 Southern States. The purpose was to enable the Bureau to benefit from coverage improvement that had already been shown possible—having letter carriers check for missed housing units.

RESULTS OF 1970 EFFORTS

Among the special procedures and arrangements used to improve the 1970 count, some can be evaluated quite precisely for effectiveness but others cannot. Where evaluation was possible, it was done in terms of estimates of the number of persons added to the census count who would have been missed without them.

Among those for which no final knowledge of their contribution to the census count exists are the special publicity efforts, assistance centers, use of centralized offices, foreign language aids, the special enumerator training, and the community education program.

Estimated 2.3 million added.—As a result of the coverage improvement program, however, it is estimated that a total of 2.3 million persons or 1.1 percent of the 1970 count was added because of the contributions of those aspects that can be evaluated.

Housing unit coverage.—The Bureau reported that important gains were made in reducing errors in housing unit coverage in large cities and in the South. It described this as "encouraging" because those were precisely the areas in which coverage errors were the greatest in 1960. A considerable effort was made to improve in these particular areas during the 1970 census. The estimated missed rate of housing units for the South, for example, was approximately 1.6 percent, a substantial improvement over 1960.

Of the total, it has been estimated that 1,075,000 were added as a result of the national vacancy check; 485,000 by the postal check in 16 Southern States; 234,000 by the precanvass of housing units; 120,000 by the use of "*Were You Counted*" and other supplemental forms used to count people not covered by the regular census questionnaire; 15,000 by the movers' check; and 380,000 by a special question on the regular questionnaire that was designed to discover housing units missed in the regular canvass.

Mr. WAKSBERG. This completes the testimony.

We will be glad to answer any questions the committee has.

Chairman PERKINS. Is it correct that the 1970 census provided a more accurate count of our population than the previous census?

Mr. WAKSBERG. Yes, our own analysis indicates we did somewhat better than in 1960 and substantially better than in 1950 or in 1940.

The year 1940 is the first period of time we had any real hard statistics on the accuracy of data.

Chairman **Perkins**. What basis do you have for your statement that your 1970 census is more accurate than the previous censuses that were taken in 1960, 1950, and 1940?

Mr. **Waksberg**. We have had our principal demographers make rather careful studies of the accuracy of these data based on fairly well-known and agreed-upon techniques that demographers in general have used.

Chairman **Perkins**. Allocations of funds to the States and numerous other programs are made on the 1970 census. Am I correct?

Mr. **Waksberg**. Pardon?

Chairman **Perkins**. I say allocation to the States on numerous other programs are presently being made on the 1970 census. Am I correct?

Mr. **Waksberg**. Yes; certainly.

Chairman **Perkins**. Now, is it also correct to say that there has been an improvement in the population count for the central cities and also for the South in the 1970 census over the previous decennial censuses of 1960 and 1950?

Mr. **Waksberg**. I can't give a clean and direct answer to that. We don't have hard evidence on this in the same way that we have on some of the other facts that I mentioned.

Our speculation is this is the case. We do know that we improved our counts of households very substantially in the central cities and also in the South.

There is obviously a relationship between improving the count of households and improving the counts of persons but our methods of analysis don't provide this information directly.

We think that this is the case, Mr. Chairman, but we do not have the same hard evidence as we do have for some of the other facts that I mentioned.

Chairman **Perkins**. Back in 1965 when we were developing the Elementary and Secondary Education Act, I asked this question: "Do you know of any better available data than the 1960 census data on which we could make a distribution at the present time?"

I should say more accurate available data. Let me now ask the same question about the 1970 census data.

Mr. **Waksberg**. No, I know of no more accurate or no more complete data than the census information.

Chairman **Perkins**. Does the other gentleman want to comment on this question?

Mr. **Barabba**. No, I think Mr. Waksberg has answered very correctly, sir.

Chairman **Perkins**. Mr. Quie's proposal to amend title I would distribute funds among the States according to results of a test administered to a sample of 3,000 children throughout the country. My question is:

Do you believe that distributing funds among the States based on 3,000 children is more accurate than distributing funds on the decennial census? Give us your comment on that.

Mr. **Waksberg**. I am not sure that I am really competent to comment on that. I think the issue of what to use as a base of distribution of funds is, I suppose, a policy question and I am not sure that I have thought very seriously about this problem.

Chairman PERKINS. What would be your response to that question as a statistician?

Mr. WAKSBERG. I don't think I would care to make an off-the-top-of my-head comment. This is the first time the issue has been raised with me. I would prefer to have more time to think about it without giving a quick comment.

Chairman PERKINS. Well, if the example was 150,000 children throughout the country instead of 3,000, that would be much more accurate, wouldn't it?

Mr. WAKSBERG. Certainly the issue of sample size is one of the issues to be taken into account. Certainly a larger sample or a full census would be more accurate than a small sample but I thought there was also a question——

Chairman PERKINS. Then the 150,000 would not be as accurate as the census, would it?

Mr. WAKSBERG. No; it would not.

Chairman PERKINS. That is my question. You state in your testimony that it would cost $10 or $15 million for the first year, and less in succeeding years, to provide an accurate updating by States of the census data for poor children.

When would be the first fiscal year that you could provide that updating for the Office of Education? What we are trying to do is to counter this argument that everything we do is outmoded. None of us will object to updating census figures. In fact, the cost, by these projections, is small and it should be done. But when, in your judgment, would be the first fiscal year that you could provide this updating for the Office of Education?

Mr. WAKSBERG. Well, for a project of this magnitude, we would normally want at least a year leadtime to prepare our procedures, to select a sample before we collect the information, and then we would require possibly 6 to 12 months after that to process and tabulate the results.

Chairman PERKINS. If we so directed in the legislation, do you feel that you could make your first updating available to the Office of Education for allocation of funds within a period of 2 years?

Mr. WAKSBERG. Yes.

Chairman PERKINS. How long after you made your first updating would it take for the second, third, and fourth updating of the decennial census?

Mr. WAKSBERG. We could probably provide data within a year after the collection of the information, provided the funds are available, of course.

Chairman PERKINS. Yes, providing the funds are available.

Now, a further question.

How do you estimate the accuracy of the updating as contrasted with this so-called test scoring, using 3,000 samples or 150,000 samples? Give me your opinion on that.

Mr. WAKSBERG. I can give you an opinion on one aspect of this. I don't have an opinion on another. The one aspect is obviously the larger the sample size, the more accurate the information.

I think there are limits to which it is necessary to get accuracy and this is why we had suggested that the original request in your letter of a 5-percent maximum error could be changed to a 10-percent error.

The second issue as to whether the allocations should be made on the basis of number of children in poverty families or on test scores is something I have no opinion on.

It is not an area of competence of mine.

Chairman PERKINS. Well, could estimates from the current population survey be used to indicate the rate of change in the number of poor children since 1969 and could this rate of change be applied to the 1970 census in order to estimate the current distribution of poverty children?

Mr. WAKSBERG. No; I don't think so. In the current population survey, the size of the sample is adequate to provide national statistics. It is not large enough to tell you very much about distribution by States.

We know what has been happening nationally to the number of children in poor families over the course of the past decade, for example, but we don't know how this has been distributed by States.

One needs a much larger sample such as the 300,000 that we had suggested in our letter.

Chairman PERKINS. Could you enlarge that sample to do it even by States?

Mr. WAKSBERG. It would have to be enlarged. The proposal for 300,000 implies an enlargement of our current population survey.

Chairman PERKINS. And then that would be accurate?

Mr. WAKSBERG. That would provide the kind of accuracy we specified in our statement.

Chairman PERKINS. What would the cost be?

Mr. WAKSBERG. That would be the $10 to $15 million cost that we mentioned.

Chairman PERKINS. The President's Commission on School Finance was told that the Office of Business Economics of the U.S. Department of Commerce makes an annual estimate of the average family income levels for approximately 80 percent of the counties in the United States, those outside standard metropolitan statistical areas.

Is this agency technically capable of estimating county average income levels for the remainder of the counties first, and then, second, providing a breakdown of each county population by income group so that the number of poor families could be determined?

The President's Commission was told that these estimates could be made by the Department of Commerce, but that it would cost $300,000 a year.

Now are both parts of that question correct?

Mr. WAKSBERG. There are several parts of the question.

Chairman PERKINS. Take them A, B, and C.

Mr. WAKSBERG. Some parts I will be glad to discuss. Other parts I think it would be better to ask the other agencies. They have not to my knowledge produced statistics on the distribution of number of families and number of children. I am not sure that the methods that they used permit them to do this but I am certainly no authority on that and I would suggest you get the information from that agency.

Chairman PERKINS. Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

On page 4 of your statement, where you talk about the size of the sample you would need for updating, you make the observation under paragraph A:

> The sample would be sufficient to provide the stated reliability for State totals. The sample would not produce estimates with the same reliability for geographic areas below the State level.

Is that another way of saying that, regardless of the size of the sample, the percentage of accuracy drops very rapidly as you go to smaller units of distribution?

Mr. WAKSBERG. Yes. The answers we supplied were directed toward the question that was raised, which was what was necessary to produce States statistics. If one wants to get below the State level to individual cities, to counties, to school districts, a very much larger sample would be necessary, and ultimately, I suppose, if you want statistics for every city, every school district, every county, one would have to increase the sample large enough so that it is virtually equivalent to a census.

Mr. FORD. So if we were talking about a State that had 65 counties and was a State that operated its schools on a county basis, you would only be talking about 65 geographical units and presumably, when you compared the accuracy there to a State like Michigan where you have 550 school districts, the degree of accuracy would suffer proportionately.

Is that what you are saying?

Mr. WAKSBERG. Yes. The sample size that I mentioned would just not be adequate to provided data at the school district level.

Mr. FORD. Isn't that same principle applicable to the 1970 census data itself that the degree of error multiplies itself with the number of subunits that you try to distribute the statistics to?

Mr. WAKSBERG. The answer is "Yes" but the total sample size in the 1970 census was so much larger——

Mr. FORD. I understand because the sample size was larger the degree of accuracy would be greater, but the principle that you have enunciated here intrigues me.

What you are saying to us is that, even if we use 1970 census data, the degree to which that data is accurate for the purpose of distributing funds to 500 or 600 school districts in a State as distinguished from 50 school districts in a State is considerably different.

Mr. WAKSBERG. The answer is "Yes," it is considerably different.

Mr. FORD. It would not be as valid to distribute to 500 to 600 districts as it would be on a percentage basis.

Mr. WAKSBERG. I would not use a term that it would not be as valid. The accuracy at the State level is much greater than is necessary for these purposes.

Let me put it this way. The size of the sample selected for the census was selected large enough to provide sufficiently accurate data for each of these kinds of analyses and uses that you are mentioning.

Mr. FORD. But you have suggested also in your testimony two areas.

Now Mr. Quie had some figures, maybe Mr. Cross will bring up later, at one of our recent meetings indicating a much higher degree of accuracy on the basis of some of your own followup than you are indicating here with regard to the measurement of children between ages 5 and 17. But on page 2 you say that in general your studies, and you are there referring to the studies to check on the accuracy of the census data, would indicate that with regard to that part of the population between the ages of 5 and 17, here is less error through omission than there would be in other segments of the population.

Then you say less than 2 percent of the population in this age group is estimated to have been missed in the 1970 census.

In round numbers how many people is 2 percent of the people between 5 and 17?

Mr. **Waksberg**. I would have to look it up. Excuse me for a moment. Let me look up the results.

Something over a million is about the number missed in those age groups.

These are rough figures which I have done with some rough arithmetic.

Mr. **Ford**. When you analyze the data, however, that 2 percent error isn't found all in one place or uniformly across the population of the country. Is it?

Mr. **Waksberg**. No, it is highly unlikely——

Mr. **Ford**. The margin of error, for example, in Manhattan or in New York City would be considerably higher than the national average of 2 percent.

Mr. **Waksberg**. We have no information on that. Our methods of analysis are such that they provided national estimates of the under coverage, not at local area, not for one place.

Mr. **Ford**. You must have some idea of what accounts for the margin of error. Who are the people that you aren't able to count when you take a census? We have some pretty good ideas about who they are, and there are a number of stories that have been written about the 1970 census that would suggest it.

Where do you think the uncounted people are?

Mr. **Waksberg**. Let me tell you what we know rather than what we think.

Chairman **Perkins**. Will the gentleman yield to me at this point? In my judgment your greatest number is not in the ghettos and rural areas, but it is up the creeks and hollows that extend 50 or 60 miles, and in the country where there are no roads. The census people do not reach these folks and no form is mailed in.

We found errors in those places where we had to make recapitulations in Eastern Kentucky, and I have had numerous people up and down these creeks tell me that no one ever visited them in 1960 or 1970. It is my view that the greatest mistakes have been made in the rural areas of America.

Mr. **Ford**. I appreciate the chairman's opinion.

Do you agree with that?

Mr. **Waksberg**. Well, let me concentrate on what facts we have.

Mr. **Ford**. Let me ask you a different way. Have you or has someone in the Bureau of the Census, in analyzing the work you have done to check the accuracy of the census, put together any kind of an instrument that explains that analysis in terms of where you think you lost the people?

Mr. **Waksberg**. We have that analysis for households as a whole but not for people.

Mr. Ford. On page 3 you say at the bottom of the page that you estimate you obtained about 82 percent of social security income and railroad retirements benefits, and about 69 percent of public assistance payments.

Presumably the lower reporting rate of transfer payments such as social security and public assistance, which tends to be concentrated in low income population, would affect the count of the number of people below the low income level.

You have at some point come to the conclusion that you are only picking up 69 percent of the data.

Mr. Waksberg. Of the data, not of the people.

Mr. Ford. How do you identify them as being in that category without the data?

Mr. Waksberg. If we talk about the ability to classify the population of low income, you have to do two things. One is count the people. Two, get their income reported correctly.

The reason why we missed most of these transfer payments, social security and welfare, is not because we are missing the people but when we ask questions on income, we do not get these kinds of income reported.

Mr. Ford. You don't miss them as a social security recipient. What you miss is how much money they got?

Mr. Waksberg. How much money and the fact they actually received social security payments or other payments.

Mr. Ford. So any figure that would be predicated on the number of children between ages 5 and 17 living in a household relying on social security payments or on public assistance payments would not be affected by that margin of error.

Mr. Waksberg. The children would be there. Whether we correctly considered them——

Mr. Ford. You would not know how much family income was there but you would know how many children were in that category.

Mr. Waksberg. Exactly. We do know something about missing children. We know we miss a higher proportion of Negro children than white children.

From this you can make an inference that in the kinds of areas that have higher Negro population we would tend to miss a higher percentage of the children. But these are inferences and we can't make them specifically about any one city.

We do not know what the situation is in New York as compared to Los Angeles, for example.

Mr. Ford. Would you submit to the committee the analysis you have made about the places where the errors are presumed, by reason of your study, to have occurred to account for the 82 percent factor?

Mr. Waksberg. We have already submitted to the committee one report which provides most of the information.

We have some other reports that we would be glad to submit also.

Mr. Ford. We should be able to get this out of the estimates of coverage of the population by section, race, and age?

Mr. Waksberg. Yes. We do have one other report or household coverage which provides this information on where we missed complete households and we will be glad to supply that for the record, too.

[The information referred to follows:]

ESTIMATES OF HOUSING UNIT COVERAGE IN THE 1970 CENSUS, INCLUDING DATA BY TYPES OF GEOGRAPHIC AREAS[1]

I. INTRODUCTION

The 1970 Census evaluation and research program included a number of studies that were designed to measure coverage error in the population and housing data. The findings given here pertain to the coverage of occupied housing units in the census.

Estimates of the coverage error for the total population were obtained primarily by the techniques of demographic analysis. Since one might expect such error to correspond closely to housing coverage error, it is reasonable to state what can be learned from a study of housing unit coverage that would not be known from the demographic analysis of population coverage.

At present, it is difficult for the demographic estimates to provide much more than national estimates of net error. They do not tell us, for example, how much of an error is due to undercounting and how much is due to overcounting. Also, they do not tell us whether people were missed because their living quarters were missed or because of "within" household enumeration difficulties. Nor do they tell us whether coverage problems are related in some way to geographic areas, to census methodology, or to both.

Other evaluation tools such as reinterviews and record checks—with their case-by-case check of the census records—do enable us to isolate the major contributors to coverage errors and, thus, provide important insight into the causes and components of coverage error. Moreover, for housing unit coverage there is evidence that reinterviews and record checks provide fairly reasonable estimates of the error.

The 1970 Census evaluation program included three studies that specifically measured housing unit coverage. The data presented here are the major findings, as they relate to the coverage of occupied housing in the census. No claim is made here that the exact level of error has been established, but rather that a range has been identified in which the "true" error probably lies. What is more important is that the data may be used to establish the means of reducing coverage error in future censuses.

II. ABOUT THE 1970 CENSUS AND THE EVALUATION

A brief description of how housing units were listed in the 1970 Census, the types of errors studied, and the evaluation procedures will provide a fuller understanding of the data presented and of the inferences drawn.

A. The 1970 Census

1. Mail Census Areas

Approximately 60 percent of the population was enumerated by mail in 1970—primarily those who lived in or near the large metropolitan areas. This was done by mailing out census questionnaires to residential address listings that had been acquired by the Bureau. The questionnaires were filled out by household members and mailed back to census offices. Census enumerators made personal visits to the living quarters from which questionnaires were not received.

The mailing lists were compiled as follows:

(*a*) For most cities of the metropolitan areas, the Bureau obtained commercial address registers, had them checked and corrected by the post office, and placed the addresses on computer tapes. Address lists that were compiled in this way were sorted into census enumeration districts that are referred to as Tape Address Register (TAR) ED's.

(*b*) For areas where commercial address registers did not exist, ED mailing lists were created by census listers and checked by the post office. Census enumeration districts that were covered in this manner are referred to as Prelist ED's.

(*c*) In both TAR and Prelist ED's, census enumerators added a small number of previously unlisted units as a result of several formal and informal Census programs.

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[1] Prepared for presentation at the annual meeting of the Population Association of America, New Orleans, La., April 26–28, 1973.

2. *Conventional Census Areas*

In the balance of the nation (non-mail areas) the census was taken by conventional means with census enumerators canvassing their assigned enumeration districts in order to list the housing units and enumerate the people.

C. The Types of Errors Studied

1. *Space errors*

Ordinarily when one speaks of a missed or overenumerated living quarters, one implies that both the unit and its occupants were missed in the census, or they were counted more than once. Such errors are referred to as "space" errors. They are usually the largest component of housing error, and when the missed or duplicated units were occupied, the error affects both the population and housing counts.

2. *Definitional errors*

Another type of error that was studied affects the census housing count but has no effect on the population count. This type of error is called a "definitional" error and is perhaps best described by a brief example.

Consider an address that appears in the census listings as a single-family home, and consequently receives only one census questionnaire. The home is owned by a family that has converted part of the house into a separate apartment for use by some relatives. Since only one census questionnaire is received by the owners, they list the relatives as household members so that no one is missed by the census.

As the example shows, the population count is correct but only one living quarters was counted where two exist.

The definitional error rate has been low in past censuses, usually around a half of one percent, but there was some concern that the rate would increase in the mail census because the persons who filled out the census questionnaires were untrained in census housing unit definitions.

D. The Evaluation Samples

1. *The CPS-Census Match (E3)*

An important part of the evaluation program consisted of searching the 1970 Census records for the approximately 55,000 units that had been enumerated in the March 1970 Current Population Survey (a survey that is conducted monthly in order to gather labor force data). This is the only study that was designed to obtain national estimates of "space" misses. Other objectives were to compare the distribution of missed units in mail and conventional census areas and to provide separate data for different geographic areas.

The search of the census records consisted of determining the census enumeration districts in which the CPS units should have been counted and examining those records. Both names and addresses were used in the search and several quality control checks were made to guard against "false" matching and improper failure to match. In addition, CPS interviewers revisited the sample units that had not been matched clerically in order to verify the addresses that had been searched for and to see if the units could have been identified in other ways in the census. In many cases the CPS interviewers—who were familar with the sample areas—were given copies of the census listings so that on-the-spot checks could be made of what had been counted in the census. Finally, an intensive supervisory review was made of all ED's in which the unmatched units might reasonably have been counted in the census . . . e.g., the search was extended to the ED's that surrounded the ones in which the units existed.

2. *Housing Coverage in Mail Areas (E6)*

A second major evaluation study was directed toward measuring both "space" undercounts and overcounts in the mail census areas. Since the mail census was essentially new in 1970, it was felt that more effort was needed to evaluate the completeness and accuracy of the census mailing lists. The study was based on two samples:

(*a*) The street addresses of all buildings in about 8,000 city blocks were relisted after the census and a comparison was made with the census records in order to measure "space" misses in missed structures.

(*b*) For about 20,000 of these street addresses, the units within the buildings were relisted for comparison with the census records in order to

> measure both misses and duplications within structures that were included in the census.

Aside from measuring both under and over-enumeration, the study was also designed to:

> Compare the coverage error for the census mailing lists that were derived from commercial registers versus those that had been created by census listers.
>
> Examine the characteristics of structures where coverage errors occurred. For example, the size of such structures, the extent to which they contained erroneous deletions, etc. were analyzed.
>
> Determine the extent of occupancy classification errors. . . . i.e., the extent to which occupied units had been mistakenly counted as vacant in the census and vice versa.

The comparison of the reinterview listings to the census records was, in general, done in the same way that the CPS-Census match had been done. In this study, however, the geographic allocation to census ED's was unnecessary since the sample blocks and addresses had been selected from 1970 ED's.

3. Evaluation of Housing Unit Definitional Errors (E7)

A third study dealt with measuring definitional errors in housing counts. Experience had shown that certain responses on the census questionnaires indicated that definitional errors may have been made in the census. For example, among the respondents that had reported nonrelatives as members of their households, a reinterview occasionally revealed that the nonrelatives occupied separate living quarters and two or more housing units should have been counted in the census. Conversely, where households reported that living quarters were lacking certain facilities . . . e.g., lacking a kitchen, it was sometimes a clue that the respondents were actually part of another household and ought not have been counted as occupying a separate unit.

The evaluation of this problem in the '70 census consisted of screening a probability sample of about 200,000 census questionnaires and selecting subsamples of those that exhibited a high potential for definitional error. A reinterview was then conducted at approximately 3,000 subsample households in order to ascertain the correct housing count.

III. FINDINGS

Before proceeding with a discussion of the evaluation results, a few comments are in order regarding the limitations on these data. First, the information that is given is based on sample data and the estimated error rates are subject to sampling variability. The standard errors on the estimates are given insofar as they have been determined but some of the computations remain to be completed. Second, and perhaps most important, many of these findings are based only on the numbers of housing units that were listed in the Census Address Registers. It should be emphasized that there are important differences between estimates of coverage error that are based on the field enumeration versus estimates that are based on the final census counts. For the evaluation of housing coverage, efforts were primarily directed towards measuring field enumeration error; thus, the estimates usually do not include housing units that were later added to the census by imputations that were made during processing. Those imputations resulted from two post-census programs:

> (1) Across the U.S. certain areas conducted "Were You Counted?" campaigns which indicated that a few households had not been enumerated. These provided a modest number of questionnaires (about 60,000) that were often received after processing had begun.
>
> (2) The Post Enumeration Post Office Check (PEPOC) that was done in conventional census areas of the South region after the field enumeration made significant improvements to housing count.

For the total U.S. and the South in particular the effects of those programs have been taken into account and error rates are shown both before and after processing. Unless stated otherwise, however, the estimates given here relate only to the field coverage. Additional review of these data is underway to relate the field error rates to the published counts. The review may result in slight changes in the error rates described here.

A. *The Occupied Space Missed Rate for Total United States in 1970 is Estimated at 1.7 Percent for Field Enumeration; the Imputational Procedures Reduced This Missed Rate to 1.4 Percent* (*see table 1*)

For occupied units in 1970, the "space" missed rate for field coverage is estimated at 1.7 percent (2 col. 2 of table 1). About ¼ of the errors occurred within structures that were included in the census and about ¾ were due to missed structures. The imputational procedures added about 220.000 occupied units (most of which came from the Post Enumeration Post Office Check in the South) and, thus, reduced the "space" missed rate to 1.4 percent.

The coverage in mail areas seems to be much better than in conventional areas, with 1.2 percent missed in mail areas (col. 5) versus 2.6 percent *initially* missed in conventional areas (col. 11). After imputations the missed rate in conventional areas was reduced to 1.9 percent (col. 12).

Although the distributions of the misses—entire structure misses versus within structure misses—are dissimilar for the two areas, the conventional areas consist mainly of single-family homes and any omissions made were more likely to be entire structure misses.

B. *For Mail Areas the Net Field Coverage Error for Occupied Units is Estimated at 1 Percent Missed* (*table 2*)

Further information about the quality of coverage in the mail census is provided by the mail area sample (vol. 2). For occupied units the "space" error rates are estimated at 1.3 percent missed and 0.3 percent duplicated for a net undercount of 1 percent. For missed units, the estimate from this study is about the same as the 1.2 percent missed rate estimated by the CPS-Census Match.

C. *Coverage Appears To Be Better for Areas Where Mailing Lists Were Compiled from Commercial Registers Than for Areas Where Lists Were Created by Census Listers* (*tables 1 and 2*)

A comparison of the estimated missed rates for the TAR mail areas versus the Prelist mail areas is shown in columns 7 and 9 of table 1 (for the CPS-Census Match) and in columns 4 and 6 of table 2 (for the mail area study). The two studies were consistent in providing lower missed rates for TAR areas than for Prelist areas although the extent of difference between the areas is not quite clear.

Both sets of mailing lists were checked by the post office and it seems possible that the postal reviews may have been more effective for reducing the incidence of missed structures in TAR areas. It might be reasonable to expect this because the TAR mailing lists were usually of better quality and they were reviewed by the post office on more occasions than were the Prelist addresses. The statement must be qualified, however, because the TAR areas are essentially the large metropolitan cities in which other special coverage improvement procedures were also employed and those mask somewhat the effect of the postal reviews.

The mail area study does not show quite as wide a difference as the CPS-Census Match between the mailing lists that were derived from commercial address registers and those that had been made by census listers. Since the CPS-Census Match estimated a higher missed rate for Prelist areas than did the mail area study, but provided a lower missed rate for TAR areas, some hypotheses about possible biases in the CPS-Census Match are worth exploring.

1. Unlike the mail area study the CPS-Census Match required allocating each sample unit to a 1970 ED in order to search the census records. It is likely, therefore, that the CPS estimates are biased upwards because of matching difficulties. This hypothesis seems inconsistent, however, with the fact that the CPS-Census Match provided a lower missed rate for TAR areas than did the mail area study.

2. The TAR areas are essentially the large cities of metropolitan areas. In such areas most of the CPS units were selected from the 1960 census listings and the CPS was missing, therefore, units that had been missed in 1960. A second hypothesis assumes that units which were missed in 1970 had a high probability of having been missed in 1960 as well. Under this assumption, there is correlated coverage bias between the CPS and Census and some units that were missed in 1970 had no chance of being identified as missed because they were also left out of the CPS.

3. A third possible reason for the difference between the two studies may simply be that the CPS units in TAR areas had better addresses than did the CPS units in Prelist areas, making it easier to allocate them to census ED's. (The mail area study required no allocation to ED.)

These hypotheses undoubtedly have some validity. It has been demonstrated that the more numerous are the steps required to match two sets of records, the more difficult becomes the match.

We believe that the mail area study provides the better estimates. In any case, the two studies are consistent in estimating lower missed rates for TAR areas than for Prelist, indicating that the mailing lists that were derived from commercial registers were the more complete.

Since overenumerated units were not measured by the CPS-Census Match the net coverage error can be estimated only from the mail area study: These data also suggest that the commercial mailing lists were the more accurate.

D. The Field Coverage of Occupied Units in 1970 is Comparable to 1960 but the Final Coverage in 1970 was Probably Better (table 3).

For the field enumeration of occupied units in 1970 the gross missed rate—combining space and definitional errors—is estimated at 2 percent (col. 2). In 1960, the missed rate for field enumeration was estimated at 2.4 percent (col. 5). Although the difference between the '60 estimate and the '70 estimate before processing is within sampling error, the imputational improvements that were made in 1970 reduced the error to 1.7 percent and indicates some gains were made over 1960.

A further point worth noting from table 3 is that the estimated definitional missed rates were identical for 1970 and 1960. Thus, the mail and conventional census procedures seem to have had little effect on definitional misses.

E. The Mail Census Seems To Have Improved Coverage for the Cities of the Large Metropolitan Areas; PEPOC Improved the Coverage Outside SMSA's (table 4)

An examination of the missed rates, by SMSA residence, indicates that the most important coverage improvements over 1960 were made in large cities and outside SMSA's.

For SMSA's, the two studies show virtually the same missed rate—1.4 percent from the CPS-Census Match and 1.3 percent from the mail area study (col 3, lines A and B)—both considerably below the 1960 rate.

Outside SMSA's (col. 9) the CPS-Census Match provides the better estimates for 1970 since there was little that was enumerated by mail and the mail area sample does not represent the entire area. These data do not show any improvement in the field enumeration over 1960; however, the Post Enumeration Post Office Check that was conducted for the South region reduced the coverage error for areas including about 40 percent of the units outside SMSA's. Taking account of the PEPOC procedure, the final missed rate outside SMSA's is estimated at approximately 2 percent and represents an improvement over 1960 (see col. 10).

For both studies, there is a notable difference between the 1960 and 1970 estimates for the central cities (col. 5). In 1960 the missed rate was about equally divided between missed units in enumerated addresses and missed units in missed addresses. In 1970 the missed structure rate seems to be not more than half the rate for within structure omissions. Both studies appear to give good evidence that there was a reduction in the incidence of missing entire structures in 1970, and this is basically what the mail census pretesting had indicated would happen Other geographic distributions of the missed rates seem to support this finding. Following the 1950 Census, an evaluation of the population coverage showed that when the omissions were plotted by place size, they tended to form a "U" shaped curve with the high points representing the large cities and the rural areas. A coverage evaluation of occupied housing in the 1960 Census displayed the same trend. A similar examination of the occupied misses was made in 1970 and the results are shown in CHART A.

For places of 250,000 population or more we believe that the mail area study provides the best estimates of coverage error in 1970 (because of the possible biases in the CPS estimates that were mentioned before). For other place sizes, the CPS estimates are considered to be the better estimates since they relate to the entire country. For rural areas separate estimates are shown for before and after processing, the latter taking into account the effects of the Post Office Check that was done in the South.

In comparison with 1960, it appears that one high end of the curve was effectively reduced in 1970; this was probably the result of coverage improvements that were made in the large cities.

(The approximate distribution of occupied housing in 1970 is displayed in CHART B for the reader's use in determining the proportion of units to which the various missed rates apply.)

F. Missed Rates Appear To Vary for Regions; Without PEPOC the Undercount Would Have Been More Severe in the South Than in Other Regions (table 5)

A comparison of the occupied unit missed rates, as estimated by the CPS–Census Match, shows some variation across regions (columns 5–13). The field enumeration appears to have been somewhat better in the North Central region and worse in the South. As mentioned before, these estimates do not take into account the coverage improvements that were made in the South by the Post Enumeration Post Office Check. Taking the PEPOC into account, the estimated missed rate for the South would reduce to about 1.7 percent, about the same as for other regions and a substantial improvement over 1960.

G. Summary of 1970 Coverage Problems

Overall for 1970 it appears that the coverage of occupied housing was improved over 1960 in the large cities and in the South. Since those were precisely the areas in which the coverage difficulties were the greatest in 1960 and where a considerable effort was made to improve the 1970 Census, those results are encouraging.

H. The Evaluation Data Provide the Basis for Planning Coverage Improvements in Future Censuses (table 6)

Aside from their value in providing guidance to users of the 1970 data, analysis of the evaluation findings is also directed towards improving future censuses. In the mail area study, for example, the addreses that were included in the census were examined to see if the presence of erroneous deletions and additions by the post office to the mailing lists may be correlated with coverage error (see table 6). The cross tabulation is indeed informative since corrections to the mailing lists seem to have occurred quite frequently among the srtuctures that were found to have coverage error. These data imply that when reviewing the census listings the post office sometimes adds too few units and sometimes too many. Moreover, in deleting from the mailing lists the census sometimes deleted units that should have been retained. Other data indicate that the structures containing missed units tend to be the smaller ones—usually appearing in the census as having from 1 to 4 units.

Exploring these and other findings on the nature of the error are the objectives of additional analysis currently underway.

CPS-CENSUS MATCH (E-3)

TABLE 1.—ESTIMATED SPACE MISSED RATES FOR OCCUPIED HOUSING UNITS IN 1970, BY LISTING PROCEDURE

[Data shown as estimated numbers of missed units per 100 enumerated units. Error rates based on "space" missed units only. Unless otherwise specified, data reflect field enumeration coverage only. Detail may not add to totals due to rounding]

Category	Total United States			Mail						Conventional		
	Space missed rate		Standard error on rate before processing	Total		TAR[1]		Prelist		Space missed rate		Standard error on rate before processing
	Before processing	After processing		Space missed rate	Standard error on rate	Space missed rate	Standard error on rate	Space missed rate	Standard error on rate	Before processing	After processing	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Total missed occupied units	1.7	1.4	0.2	1.2	0.2	0.9	0.2	2.6	0.4	2.6	1.9	0.1
A. Missed occupied units in enumerated addresses	.4		.1	.5	.1	.5	.1	.4	.1	.3		.1
B. Missed occupied units in missed addresses	1.3		.1	.7	.2	.4	.2	2.1	.3	2.4		.1
Published 1970 census counts for occupied units	63,449,747			39,824,990		32,300,875		7,524,115		23,624,757		

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[1] TAR—Tape address register. These are areas in which the basic census mailing lists were computerized records of commercial mailing lists. These listings were checked and corrected by the post office, as were the prelist registers that were compiled by census listers.

HOUSING UNIT COVERAGE IN MAIL CENSUS (E-6)

TABLE 2.—ESTIMATED COVERAGE ERROR RATES FOR HOUSING UNITS IN MAIL AREAS, BY LISTING PROCEDURE

[Data shown as estimated number of errors per 100 enumerated units. Error rates based on "space" errors only. Unless otherwise specified, data reflect field enumeration coverage only. Detail may not add to totals due to rounding]

	Total mail area		Listing procedure			
			TAR		Prelist	
Category (1)	Error rate (2)	Standard error on rate (3)	Error rate (4)	Standard error on rate (5)	Error rate (6)	Standard error on rate (7)
A. Total missed occupied units	1.3	0.1	1.3	0.1	1.6	0.2
1. Missed occupied units in enumerated addresses	.6	.1	.6	.1	.5	.1
2. Missed occupied units in missed addresses	.7	.1	.6	.1	1.2	.1
B. Overenumerated occupied units	.3	[1] .1	.3	[1] .1	.2	[1] .1
C. Net coverage error for occupied units [1]	−1.0	.1	−1.0	.1	−1.5	.2

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[1] Net coverage error equals overenumeration rate minus missed rate. Minus sign indicates net undercount in the census.

TABLE 3.—COMPARISON OF SPACE AND DEFINITIONAL MISSED RATES FOR OCCUPIED HOUSING UNITS IN 1970 WITH 1960 AND 1950 CENSUSES

	1970 [2]			1960		1950	
	Gross missed rate		Standard error on rate before processing				
Type of miss (1)	Before processing (2)	After processing (3)	(4)	Gross missed rate (5)	Standard error on rate (6)	Gross missed rate (7)	Standard error on rate (8)
Total missed occupied	2.0	1.7	0.2	2.4	0.3	3.1	0.2
Space miss	1.7	1.4	.2	2.1	.3	2.4	.2
Definitional miss	.3	.3	.1	.3	.1	.7	.1
Published census counts for occupied units	63,449,747			53,023,875		42,826,281	

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[1] The omission of a living quarters and its occupants is a "space" miss. A correct count of people, but counting them as occupying too few living quarters is a "definitional" miss.

[2] 1970 estimates based on CPS-Census Match (E3).

TABLE 4.—COMPARISON OF 1970 AND 1960 ESTIMATED SPACE MISSED RATES FOR OCCUPIED UNITS, BY SMSA RESIDENCE

[Data shown as estimated number of missed units per 100 enumerated units. Error rates based on "space" missed units only. Unless otherwise specified, data reflect field enumeration coverage only. Detail may not add to totals due to rounding]

Source of estimate	Category	Inside SMSA						Outside SMSA		
		Total SMSA		In central city		Outside central city		Space missed rate		Standard error on rate before processing
		Space missed rate	Standard error on rate	Space missed rate	Standard error on rate	Space missed rate	Standard error on rate	Before processing	After processing	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
1970 CPS–Census match (E3)	A. Total missed occupied units	1.4	0.2	0.9	0.2	1.9	0.3	2.6	1.9	0.1
	1. Missed occupied units in enumerated addresses.	.5	.1	.7	.2	.3	.1	.2		.1
	2. Missed occupied units in missed addresses.	.9	.2	.2	.1	1.6	.3	2.4		.1
1970 coverage evaluation in mail areas (E6).	B. Total missed occupied units	1.3	.1	1.5	.2	1.2	.1	1.3		.3
	1. Missed occupied units in enumerated addresses.	.6	.1	1.0	.2	.3	.2	.5		.2
	2. Missed occupied units in missed addresses.	.7	.1	.5	.1	.9	.1	.8		.2
1960	C. Total missed occupied units	1.9	.2	2.2	.2	1.5	.3	2.7	(1)	.2
	1. Missed occupied units in enumerated addresses.	.9	.1	1.2	.2	.5	.1	.8		.2
	2. Missed occupied units in missed addresses.	1.0	.1	1.0	.2	1.0	.2	1.9		.2

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[1] The 1960 processing made virtually no change in the field counts of housing units.

CHART A -- Percent Occupied Space Misses - Urban by Size of Place and Rural - For 1960 and 1970 Censuses

⊙ Denotes points of estimation, based on evaluation of occupied space misses only.

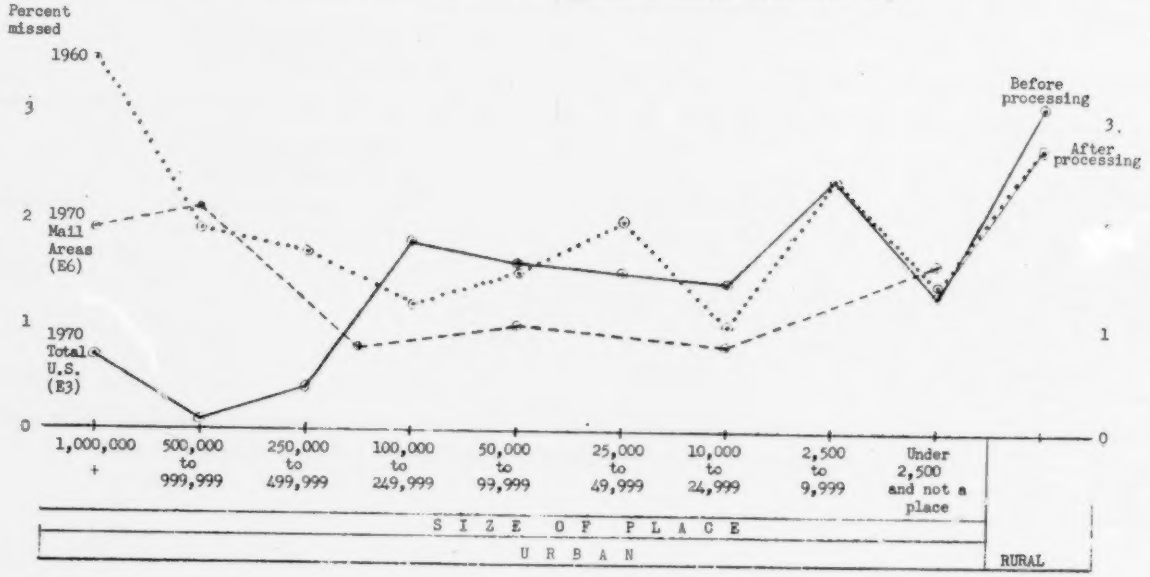
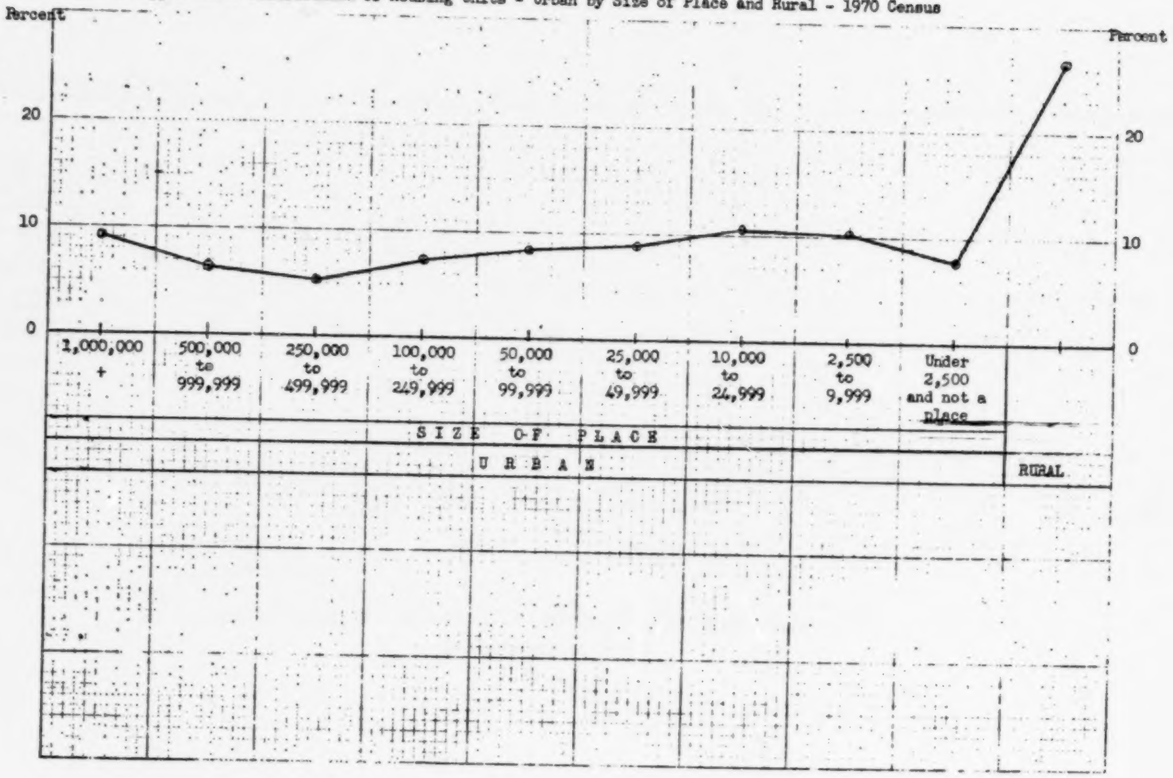


CHART B –Approximate Distribution of Housing Units - Urban by Size of Place and Rural - 1970 Census



CPS CENSUS MATCH (E3)

TABLE 5.—ESTIMATED SPACE MISSED RATES FOR OCCUPIED HOUSING UNITS, BY REGION

Category	Total United States			Region								
	Space missed rate		Standard error on rate before processing	Northeast		North-central		South			West	
	Before processing	After processing		Space missed rate	Standard error on rate	Space missed rate	Standard error on rate	Space missed rate: Before processing	Space missed rate: After processing	Standard error on rate before processing	Space missed rate	Standard error on rate
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
1970 CENSUS												
A. Total missed occupied units	1.7	1.4	0.2	1.8	0.4	0.8	0.2	2.6	1.7	0.4	1.6	0.2
1. Missed occupied units in enumerated addresses	.4		.1	.6	.2	.4	.2	.4		.1	.2	.1
2. Missed occupied units in missed addresses	1.3		.1	1.2	.3	.4	.1	2.3		.3	1.4	.2
1960 CENSUS												
A. Total missed occupied units	2.1	(1)	.1	2.0	.2	1.8	.2	2.8	(1)	.2	2.0	.3
1. Missed occupied units in enumerated addresses	.8		.1	1.2	.2	.8	.1	.7		.1	.7	.2
2. Missed occupied units in missed addresses	1.3		.1	.8	.2	1.0	.2	2.1		.2	1.3	.2

[1] The 1960 census processing made virtually no change in the housing count.

Note: Date shown as estimated numbers of missed units per 100 enumerated units. Error rates based on "space" missed units only. Unless otherwise specified data reflect field enumeration coverage only. Detail may not add to totals due to rounding.

TABLE 6.—DISTRIBUTION OF POST OFFICE ADDS AND ERRONEOUS DELETES AMONG ADDRESSES ORIGINALLY IN MAIL ADDRESS REGISTERS (E6)

Type of address (1)	Total (2)	Percent of addresses with post office adds (3)	Percent of addresses with erroneous deletes (4)	Percent of addresses with both adds and erroneous deletes (5)	Percent of addresses with neither a post office add or erroneous deletes (6)
Addresses originally listed in mail address registers	100.0	7.1	0.4	(1)	92.5
A. Addresses with no "within enumerated structure" coverage error	100.0	6.9	[2].2	(1)	92.9
B. Addresses with coverage error within enumerated structures	100.0	20.1	12.4	2.2	65.3
1. With at least 1 missed unit	100.0	16.7	21.5	3.8	58.0
2. With at least 1 overenumerated unit	100.0	24.5	1.0	(1)	74.5

[1] Estimated at less than one-tenth of 1 percent.
[2] These erroneous deletes resulted in totally missed addresses.

Mr. **Ford**. You indicated to the Chairman that updating might be undertaken with a tooling-up time of 2 years the first time and some shorter period for subsequent years.

Mr. **Waksberg**. No; the tooling-up time would be 1 year but then the collection of the data and processing of the data will take roughly another year so total elapsed time involves 2 years of which about 1 year is for tooling-up time and the other year is processing the information that has been collected.

Mr. **Ford**. We have been told as late as the beginning of January of this year by the Office of Education that they were not able to make distribution of funds or were not in a position to estimate distribution of funds on the basis of the 1970 census because your data was not yet broken down by counties.

Mr. **Waksberg**. We have supplied them more recently——

Mr. **Ford**. How long ago did the U.S. Office of Education get the data for counties in the United States?

Mr. **Waksberg**. I think it was earlier this year. I could not pin down the exact time.

Mr. **Ford**. But it was in 1973.

Mr. **Waksberg**. It was late 1972.

Mr. **Ford**. Like December?

Mr. **Waksberg**. Approximately December, yes, probably November or December.

Mr. **Ford**. So that the earliest they could possibly be using your 1970 data would be fiscal year 1974.

Can you offer me any suggestion as to why you could not get that information to the Office of Education sooner?

One thing that intrigues me is that, when the minority leader from my State asked for the detailed figures so that we could be apportioned, he got it rather quickly 2 years before the Office of Education could get the figures.

Congressman Wilson has had somebody from your shop up in front of his Census Subcommittee to ask these questions.

In some States for some reason you were able to provide this information and some States you couldn't. There was no uniform delivery date, nothing close to it. There was, as a matter of fact, the strong assertion made by a number of people that there was preferential treatment shown in determining which States got the material and which didn't.

I am not suggesting that my State got it because we have the minority leader there but, when I requested it, I didn't get it. When they delivered it by mistake to my office instead of his, I got it. That is the only way I knew that the information for Michigan was available, because you were still telling me that you didn't have it long after I had a copy of it. Just by accident it was opened in my office because it came to Congressman Ford, and we didn't know we were the wrong Congressman Ford.

You guys played games. I am saying it is that simple. I want to know if there was gamemanship involved in the long delay in getting this information to the Office of Education for the distribution of education funds, because I have been under the impression that the Office of Education was using you as an excuse.

Who is responsible for this delay? Is it the Census Bureau or the Office of Education?

Mr. WAKSBERG. It is a rather long question. The data required for apportionment and redistricting are based on account of population and these were the very first tabulations we made.

It was obvious that information required for apportionment and redistricting was the most basic information to come from the census.

Our plan was to provide those data first and then to provide detailed information on characteristics of the population, of which school enrollment is only one small part.

The exact reasons for the timing and why it took as long——

Mr. FORD. You don't provide us with any data on school enrollment. That is not even relevant to what the Office of Education wants. The only difference between what we needed for apportionment and what the Office of Education needed was the numbers of those children between the ages of 5 and 17 and then the income data.

Mr. WAKSBERG. The income data is in the same class as school enrollment data. This is part of the package of characteristics. The count of number of children was provided early by counties. The delay was because of the need to classify that by income distribution. Income is one of the characteristics of the population that was designed to be produced after the total population counts were produced.

Mr. FORD. Do I guess from that then that the data from the questionnaires is not put into the computers all at one time, that you put one part of the data in at one period, then you go back and handle the same questionnaire a second time and put another part of the data in the computer?

Mr. WAKSBERG. It is almost that way. We actually used two questionnaires in the 1970 census. We had what we called the 100 percent questionnaire that everybody was asked and this was a very abbreviated questionnaire with very little on it except age, sex, race, relationship, and this was used for these first tabulations produced including what was needed for apportionment and redistricting purposes.

Twenty percent of the population were asked for more detailed information and this was a totally different questionnaire. These were processed at a second stage.

Mr. FORD. Well, I don't know whether I got an answer or not. I am still puzzled about why it takes that long to separate out the particular information we need here from the computer once you have handled the questionnaire.

You tell me you have two kinds of questionnaires but presumably somebody put the data, the entire available information from each questionnaire, into the computer at the same time, didn't they? You didn't have the same questionnaire handled several times.

Mr. WAKSBERG. Well, yes. What we call the long form, 20 percent questionnaire, was handled separately from the short form and was handled at a later point in time.

Mr. FORD. What kind of updating could you do on income data? You have talked to the Chairman about the counting of children and so on. What kind of updating would be available on income data at least between the States under the procedures you now have in effect?

Mr. WAKSBERG. Well, with the procedures we now have in effect, if you are talking specifically about the kind of statistics we have been talking about, which is the number of children in low-income families, under normal procedures we could not update this at all between censuses.

We have asked for funds from Congress to do a large scale sample survey during the year either 1975 or 1976, which would cover something over a million households.

If funds are made available for this, then we could provide this kind of information for the year 1975 or 1976 depending upon when funds are made available.

If we do not get authorization, if we do not get the funds to proceed with this large scale mid-decade sample survey, then there will be no way of updating this information between 1970 and 1980.

Chairman PERKINS. Will the gentleman yield at this point?

Does your response mean that it would be by States or could it even reach down to include the county census tract?

Mr. WAKSBERG. No, the sample size that we have proposed for the mid-decade effort is not large enough to get down to individual school districts. It would provide data for States. It would provide data for large cities and large counties, the very large ones of the size of a half a million population or something of this sort.

But it could not provide data for smaller counties, smaller cities, smaller school districts.

Chairman PERKINS. Then you could take the percentage of change within the State and apply it to all of the counties from those samples, couldn't you?

Mr. WAKSBERG. It could be done mechanically this way. Whether this would be appropriate and correspond to really what happened is uncertain.

Chairman PERKINS. How accurate would it be from your experience as a statistician in the field of sampling?

Mr. WAKSBERG. We think it would probably be a reasonable way of proceeding, although it would be difficult to be able to precisely state the degree of accuracy resulting from doing that.

Mr. FORD. Do you now customarily provide any of the individual States with updating when they contract for this and pay for it? Within the States there are probably far more programs that use census data for distribution than you would find here at the Federal level, and there is a great deal of unrest in some parts of the country about the effect of the long-term delay.

Haven't you established some kind of a procedure to step in and assist a State between the census?

Mr. **Waksberg**. We have authorization to do statistical work of this type on a reimbursable basis. If a State wants us to proceed either by getting a special census for population counts or any kind of statistical survey and is willing to pay for it, we have authorization to proceed and we are always glad to cooperate.

Mr. **Ford**. Have any of them taken advantage of this?

Mr. **Waksberg**. The only advantage that has been taken is in terms of special censuses. We do a considerable number of special censuses that just involve counting the population each year.

We probably did over 1,000 between 1960 and 1970, for example. There have been a few occasions in the past where States have asked us and have paid the cost of doing other kinds of surveys, although none for this specific purpose. There have been cases of this sort over the past 10 or 15 years but they tend to be rather few and isolated examples.

Mr. **Ford**. Thank you very much.

Chairman **Perkins**. I would like to note that the State director for vocational education from our great State of Florida is present in the room this morning, Mr. Joe Mills.

Mr. Lehman?

Mr. **Lehman**. Thank you, Mr. Chairman.

How much did the 1970 census actually cost?

Mr. **Waksberg**. To my recollection it was about $220 million.

Mr. **Lehman**. What is the cost of this annual current population survey that you make on an ongoing basis?

Mr. **Waksberg**. The current population survey is a monthly survey. Most of the funds are actually appropriated by the Bureau of Labor Statistics because it serves as the basis of the official unemployment statistics. So the purpose of the current population survey is essentially geared to measuring unemployment and employment on a monthly basis.

Mr. **Lehman**. Annually it costs what?

Mr. **Waksberg**. It costs approximately $5 million.

This includes providing data on employment and unemployment together with varied groups of additional information that we normally ask.

Mr. **Lehman**. In our Subcommittee on Census and Statistics in another full committee, we are discussing the mid-decade census. The kind of census we are going to have has still not exactly been set as yet, but in relation to this kind of a census in order to get the kind of data necessary for the political subdivisions for county and even below the county subdivision, what kind of a dollar figure do you have?

Would it be hard to say? Say a meaningful medicaid census down to the level of county data, how much would something like that cost?

Mr. **Waksberg**. I would rather submit that for the record. I could not think of a reasonable answer just off the top of my head. I will be glad to do some work when I get back to my office and submit a statement for the record.

[The information requested follows:]

Sample Size and Cost of a Survey To Estimate Number of Children in Poverty Families

To estimate the number of children age 5–17 in poverty families with a coefficient of variation of 5 percent in each county, a total of about 15,000,000 housing units must be contacted.

For some counties (mainly the smaller ones) the reliability requirement demands a sample making up such a large proportion of all units in the county that a complete census is more feasible than a sample survey. We would conduct a sample survey when the designated sample is less than half of the total units in the county; when the sample is a larger proportion, a complete census of the county would be taken. The cost of such a survey would probably amount to about 200 million dollars.

We would recommend that a wider margin of error be permitted for county data, leading to a smaller sample size. In this connection, it should be noted that even the 1970 Census does not provide a coefficient of variation for these statistics as low as 5 percent, for most counties in the U.S. The 1970 Census data are, of course, based on a 20 percent sample, which are probably adequate for the small counties.

Mr. Lehman. I am asking that because I think it will be quite relevant to areas such as Florida, especially southeast Florida. It is growing rather rapidly. We should not base our total source of Federal funds on data that is already a great deal irrelevant to the population of those areas in the last half of 1970.

If you could get me figures like that so I could be looking at them, even rough estimates down to the county level in Florida, which is the same as the school districts, I would be happy with it.

Everybody questions data and the census is the only data ball game in town to a certain extent. But you say, how reliable is it? But compared to what? Is there any other country that you know of that puts more money in relation to its gross national income or gross population or something like that that seems to do a better analytical job in supplying this data?

For instance, how is Canada, which is a smaller country but has the same population makeup, or an industrialized nation of Western Europe, how do they do the kind of census that we do?

In other words, how valid is our census compared to some other census?

Mr. Waksberg. Well, I can't give you a comprehensive answer. We know about some countries. Canada we do know particularly because we have fairly close working relations with the Canadian statisticians. The quality of their census tends to be about the same as ours.

For some items they seem to be a little better and for some items they seem to be worse. Overall I would say their quality is comparable to that in the United States.

In the rest of the world you have a very mixed picture. Obviously when we go to many of the developing countries in either Latin America or Asia the quality tends to be very much worse.

In the 1970 census we have estimated that we missed in total possibility of the order of 2½ percent of the population. This is low compared to countries like Turkey or Pakistan.

Mr. Lehman. I wasn't comparing apples and oranges but comparing apples and apples like a Western European country, for example.

Mr. Waksberg. The only data I remember seeing is for Great Britain. They estimate their coverage is better than ours. They estimate they miss less than a half of 1 percent of their population as compared to our 2½ percent.

Mr. Lehman. Do you think this is because they have a more homogeneous population or they have a better system?

Mr. Waksberg. If those were the alternatives, I would say more homogeneous population. There may be other reasons, I don't know.

I don't think their system is any better than ours. We have examined their methods and tried to use the best methods we could conceive of, so I don't think there are any problems or important differences in methodology. Whether it is due to the nature of the population or other factors we don't understand.

Mr. Lehman. With the billion dollars of Federal revenue being distributed on the basis of census data and our total census budget not that great in comparison to the money that it has used as a basis for distribution, what would you do?

Is it pennywise and pound foolish not to allocate additional money for obtaining more accurate information so that we can deal on a basis of more relevant data rather than what we are dealing with now? If money were no object, what would you do next?

Mr. Waksberg. It is a little early to try to predict what we would do next. I might say in requesting appropriations for 1970 census, Congress was very kind to us. We did not suffer any shortage of funds. We got the money we felt we knew how to use wisely in planning for and conducting the census.

We are now beginning to think in terms of plans for the 1980 census and I am sure we will concentrate much more heavily than we ever have in the past on what is needed in order to improve the census even more and, when we have some plans, we will certainly report them to Congress.

I think it is a little early for me now to predict what we will be trying to do at the 1980 census.

Mr. Lehman. What concerns us is the velocity of change in the population, with shifts vertically and horizontally in this country, and the population moving up the strata of economics or socially and culturally across the country.

I think we are dealing with a situation we never had to deal with 20 years ago in this country. It is like future shock. This is the kind of thing I believe that the Census Bureau is going to have to deal with on a mid-decade census. We, particularly in areas like south Florida and the whole State of Florida, must have relevant census data in order to participate at the educational level and in other kind of relative positions with Federal revenue.

I would like to use the census instead of any other way of distributing these kinds of funds. But I would like to be able to establish my position as a backer of the census as a data bank because in my district there is a great deal of questioning whether the census data is really relevant to where we are today in the situations of these governmental bodies even below the county level that are depending on census data for their survival.

So I guess, to sum it up, let's get the information one way or the other because there is too much at stake. Make this information as relevant as possible, because I think the confidence of the people in the census data is transferred to the confidence of the people in their political process.

Thank you.

Chairman **Perkins**. Mr. Cross will ask the questions that Congressman Quie would have asked if he were present.

Mr. **Cross**. Thank you, Mr. Chairman.

For the record, could you state what the underenumeration was in the 1970 census and specifically what it was with regard to school age children? I think table 7 includes the statistics on the percentage but it does not include the numbers.

Mr. **Waksberg**. I would not like to try to give numbers from memory.

Mr. **Cross**. No, I mean numbers totally, the 5.3 million people referred to in the news stories of last week.

Mr. **Waksberg**. You are referring to children——

Mr. **Cross**. I am talking about the total underenumeration and then the specific statistics of missed school age children.

Mr. **Waksberg**. The total number of persons that we estimated we missed in the census is 5.3 million in total. This amounts to 2.5 percent of the total population of the United States.

Let me give some additional breakdowns of these numbers.

Of the total 5.3 million we estimate we missed, about 3.45 million were white persons, and about 1.88 million of persons of other races.

Mr. **Cross**. I wonder if we could insert table 7 from the appendix, Mr. Siegel's statement, which reflects the underenumeration.

Chairman **Perkins**. Without objection we will insert the table in the record.

[The table referred to follows:]

TABLE 7.—ESTIMATES OF THE PERCENT OF NET UNDERCOUNT OF CHILDREN UNDER 15 YEARS OF AGE, BY AGE, SEX, AND RACE: 1940 TO 1970

[Base of percentages in the corrected population]

Age and year	All classes	White		Negro and other races		Negro	
		Male	Female	Male	Female	Male	Female
UNDER 5 YEARS							
1970:							
Unadjusted	3.5	2.6	2.2	9.2	8.6	10.4	9.9
Adjusted[1]	3.5	2.3	2.0	10.3	9.7	10.4	9.8
1960	2.2	1.9	1.1	6.9	5.5	6.6	5.1
1950	4.7	4.3	3.6	10.0	9.3	9.6	9.0
1940	7.1	6.5	6.0	16.0	14.5	16.0	14.4
5 TO 9 YEARS							
1970:							
Unadjusted	3.1	2.7	2.4	6.5	5.7	7.8	6.9
Adjusted[1]	3.1	2.4	2.2	7.5	6.6	7.7	6.9
1960	2.3	2.4	1.5	5.1	4.3	5.1	4.2
1950	3.6	3.0	2.4	10.6	8.9	10.4	8.5
10 TO 14 YEARS							
1970:							
Unadjusted	1.4	1.3	1.2	2.6	1.8	3.6	2.9
Adjusted[1]	1.4	1.1	.9	3.5	2.7	3.5	2.8
1960	2.4	2.5	1.5	5.2	4.2	5.0	3.9
1950	1.8	1.0	1.0	6.2	6.5	7.2	6.0

[1] Adjusted estimates are based on census figures which have been adjusted for race misclassification in the complete count and for an overstatement of centenarians.

Mr. **Cross**. In response to a question which Mr. Perkins asked, you responded you knew of no better data available for distribution of funds. I assume that question does not preclude development of better data in the future based on something other than the census.

Mr. Waksberg. I was referring to the type of data that are collected in the census. If we talk in terms of age, sex, income information available at the State and local level, there is certainly no information that is comparable to the census.

I was not referring to other kinds of statistics.

Mr. Cross. I wanted to make that point clear. I might also explain for the record that Mr. Quie's bill proposes a sample of 3,000 students per grade per State, so if we assumed the testing of students in 4th, 6th, and 10th grades, you are talking about a national sample of something over 450,000 children. That is a fair sized sample.

You also commented, in response to a question by Mr. Ford, on the relationship between poverty data and test data. I would like to have it borne in mind that poverty data and test data are not really measuring the same thing, as you would acknowledge. When you are taking census data, you are measuring population. When you are measuring test information, you are measuring performance and those things can't be compared. They are apples and oranges.

The annual updating of information by either current population or the mid-decade census, as I understand what you have said, would not be accurate below a population level of 500,000, is that correct?

Mr. Waksberg. Well, I think there are two separate issues. The funds we requested for mid-decade sample activities would not be accurate below the level of areas of about a half million.

Any survey we do in response to a request of this committee, the sample size could be geared to provide statistics for any areas that are specified, provided the funds are made available.

The letter we were responding to simply asked for State data and the sample sizes we talked about were those sufficient to provide accuracy of the State data and those sample sizes are not sufficient to provide the same accuracy for any areas below the State level, not only half a million but any subdivisions within the States.

Mr. Cross. In table 7, which I referred to earlier, the 1970 underenumeration rate for black children under the age of 5 is indicated for males at 10.4 percent and females at 9.9 percent.

Do you have any clue or any information as to why that rate is so high and why it represents about a 50-percent increase above the underenumeration rate in 1960?

Mr. Waksberg. No. We have studies going on right now to try to find out why this occurred. We may never know. We have no basis for even speculating on this.

Mr. Cross. On a somewhat unrelated point, we have heard recently there are some questions about the accuracy of census enumeration in Puerto Rico. I have been unable to find out much detailed information, but do you have any knowledge about the accuracy of census collection in Puerto Rico that bears on amendments this committee may be considering?

Mr. Waksberg. No, not really. I am surprised to hear this. I was in Puerto Rico earlier this year discussing some of their statistics with the leading Puerto Rican statisticians and they didn't express any concern about the census data.

They expressed concern about some of their other statistics which they had been producing over the course of the years and it turned out to be inconsistent with the census but their belief was that the census was probably more correct and they were concerned about their other statistics.

Mr. CROSS. Perhaps you could inquire of your people whether there is some significant or peculiar problem in Puerto Rico.

Mr. WAKSBERG. I will be glad to do that.

Mr. CROSS. One of the attachments to your testimony is a paper by Dr. Mitsuo Ono. In it, reference is made to income allocation rates. I wonder if you could explain what that means and how it works?

If I understand correctly his statement says, on the bottom of page 390, that the Census Bureau actually assigned income levels to about 21 percent of the people on whom it had income data in 1970.

Am I understanding that correctly and could you explain what this whole process is?

Mr. WAKSBERG. Yes, your understanding is correct.

In the census, as in any of the surveys, we asked people to report information. Not all of them complete the entire form. Reporting in the census is mandatory but our practice has been to attempt by whatever means we can to get voluntary cooperation. If people report they don't know what their income was or if they are reluctant, we normally don't press the point.

In our current surveys reporting is voluntary and of course we cannot press this issue. Our usual practice then is to take missing information and use what we call allocation or imputation, by using other information that we have about the household such as its location, the occupation of the head of the household, and so on, and if some items, such as income, are missing we try to estimate to the best of our ability approximately what we think the income of this household would appear to be.

Now the 21 percent that is mentioned, this is the percent of the population that we had to estimate some of the income, not necessarily all of it.

A frequent occurrence is people will report their wage and salary income. This is what they know; we ask them about other sources of income and they may not have it available, so at that point we have to estimate or allocate that kind of informtaion.

So the statistics on 21 percent do refer to the percentage of households where we had to do some kind of implication, though not necessarily total.

Mr. CROSS. That income data is derived from a 20 percent sample?

Mr. WAKSBERG. Yes.

Mr. CROSS. Do you have any information or any guesses on what the error rate is, following up a question Mr. Ford asked?

Do you really have any idea or will you be doing any studies which indicate what the error rate might have been in particular kinds of environments like urban areas or extreme rural areas? Is it going to be possible to provide any more complete information?

Mr. WAKSBERG. No, we tried to do some of these kinds of studies in the past after both the 1950 and 1960 census but the techniques were inadequate to measure this properly and we have given up on that.

We are not even trying to do that in 1970. There is no good methodology that will provide these kind of statistics.

Mr. CROSS. You state that it would cost between $25 and $35 million to do this survey at the tolerance level suggested in the Chairman's letter, between $10 and $15 million to do it at a 10-percent accuracy level.

Will you supply for the record the cost to provide that data at a county level as well?

Mr. WAKSBERG. Yes.

Mr. CROSS. That was Mr. Lehman's question?

Mr. WAKSBERG. Yes; Mr. Lehman and Mr. Ford asked that question and we will provide that for the record.

Mr. QUIE. Mr. Chairman, if I could ask a few questions. If they have already been asked and covered, tell me because I have been in a mark-up in a subcommittee this morning.

In the regular 1970 census, income information was derived from a 20-percent sample of the population, is that correct?

Mr. WAKSBERG. That is correct.

Mr. QUIE. How was that 20 percent selected.

Mr. WAKSBERG. Essentially a systematic sample, that is, every fifth household in the order in which they appeared more or less running down the street.

The census list of addresses were sorted and organized on a geographic basis so they were listed sequentially running down the street and every fifth one was put in the sample so this is spread uniformly throughout the country, throughout every county and city and every minor civil division.

Mr. QUIE. How is the income information derived in the samples that are taken between each 10-year decennial census?

Mr. WAKSBERG. The income information that we publish annually is based on our current population survey which, as compared to something like the census, is a relatively small sample. It is based on a sample of 50,000 households. The 50,000 households are not spread uniformly through the country. We have them in about 700 or 800 counties. The sample households are spread throughout these counties.

Mr. QUIE. How do you select the counties and how do you select the individuals in those counties?

Mr. WAKSBERG. The selection is done in Washington by a group of trained mathematically statisticians. But the method of selection tends to be rather complex. We first select a sample of counties to represent the entire United States, using a great deal of information for stratification and selection.

Within the counties we go to a lot of work to spread the sample well throughout the counties. A great deal of effort goes into the sample selection process. The sample is designated in Washington. The enumerators themselves have no role in determining the sample. Their job is to go to the sample households designated in the Washington office.

We spend a considerable amount of money updating the sample every month. Every month we go to a variety of building permit offices to make sure that new construction that gets created during that month is represented in the sample.

Mr. QUIE. In my conversation with pollsters who conduct scientific polls, they indicated to me if you went out and took a random sample such as you do in decennial census with 20 percent, that that is less accurate than their scientific polling where they select the area and select the individual that they send there.

This keeps them with 3 percent error one way or the other.

Now, how do you look at your current population surveys accuracy as compared to the sampling of the 20 percent?

Mr. **Waksberg.** As compared to the sampling of 20 percent?

Mr. **Quie.** Yes, the one you do in the decennial census?

Mr. **Waksberg.** The sample sizes and the needs and purposes of the current population survey and the census are so different that you really can't compare them. The current population survey is designed to produce essentially national statistics.

We do produce some limited amount of information for broad regions of the country and for a few very large metropolitan areas but essentially the purpose is to provide national statistics.

In order to do this, we need to provide totally different kind of sampling and different kind of sample structure than for a census.

Mr. **Quie.** As I understand, the current population survey that was taken in 1970 indicated there were about 24 million people below the poverty level and the census information taken for 20 percent indicated 27 million. That is a pretty big gap between the two.

Which one do you think is the most accurate? One was a mail sample and the other one was face to face. The pollsters that I have talked to said they never depend on a mail sample, that they always send their people out to talk face to face. They get more accurate answers that way.

I recall a mail sample taken by the Department of Agriculture some years ago when I took a look into it on the increase in beef production. When I took a look into it, they were 56-percent off.

I have some serious doubts about samples of that nature.

Mr. **Waksberg.** There are several questions implied in what you have said.

Let me take them up one at a time. As far as a comparison of current population survey and the census, we do not as yet have information available on the quality of the two. This is part of our general evaluation in the 1970 census program. And at the end of the year we expect to have more information on the accuracy of income reporting on both the current population survey and the census.

So in answer to your question about which is more accurate, 24 million or 27 million, right now I can't respond to that.

Mr. **Quie.** When will you have a determination?

Mr. **Waksberg.** I expect by about the end of this year.

In response to your question about mail inquiries versus personal enumeration, there are two points. One is about the census itself. Although we have talked about it as by mail, this is an oversimplification. If people didn't reply by mail, we sent an enumerator. If people replied by mail but they didn't answer all of the questions, then we contacted them either on a personal basis or on the telephone to get the rest of the information. So the census was a combination of mail with personal interview techniques.

As far as quality of information collected by mail, we used essentially the same kind of devices by mail in 1960 for the first time and our analysis of reporting in 1960 census was that the quality of reporting in 1960 census was much better than when we did it by personal enumeration.

In 1960, for example, we estimate we did get income reported somewhat better in the census, which was a mail self-enumeration technique, than we did in our current population survey, not much but somewhat better.

Mr. QUIE. How do you account for that?

Mr. BARABBA. Let me add one thing. I precluded myself from talking earlier because I was a 3-day veteran of the Bureau. However, on your comment related to outside pollsters, I am a veteran in that. The comment relating to mail-back questionnaires I think is correct as it relates to the pollster. We never recommended them either but it is quite different mailing as a national polling firm to a person and asking him to reply than mailing as an agency of the U.S. Government and asking him to reply, and so I think it is really not comparable from that point of view.

Mr. QUIE. The Department of Agriculture was an agency of the U.S. Government. I think they are notorious for their inaccuracy.

Mr. BARABBA. Then I think Mr. Waksberg's comments are very applicable, that is, the necessary followup becomes quite important to checking out the device.

Mr. WAKSBERG. You raise the question how we account for it. Of course it is hard to know exactly what goes on in people's minds and why people do things they do.

Our own speculation is that the mail permitted a more reasoned response on the question than when an interviewer knocks on the door. When an interviewer knocks on the door, typically a housewife answers and you get the information from her.

One of our reasons for preferring mail was we felt there was more opportunity for the entire household to be consulted in terms of replying to the questionnaire.

Mr. QUIE. To what extent do you think efforts are made to confuse the whole census operation by giving inaccurate information by an individual deciding to do that? It seemed to me that in the 1970 census there was more opposition as an infringement on people's privacy than I had heard prior to that. I have talked with individuals who have tried to organize the kind of inaccurate information in order to prevent that infringement on their privacy.

To what extent do you think that occurred?

Mr. WAKSBERG. Of course we know really very little why people report as they do. We do have information by comparing the reports with other kinds of information presumably better or more accurate and we have done that and this is the basis of some of our comments.

Whether this is due to people deliberately giving wrong answers or whether they don't know the right answers, we have no basis for judging that. I really don't know how to answer your question.

Mr. QUIE. Did you have any inkling that the change in the poverty level county by county would be as great as they turned out to be in the 1970 census as compared to the 1960 census?

Mr. WAKSBERG. No, we had no inkling but I would say we had no basis for estimating that there would be great changes or little changes.

Mr. QUIE. There were no samples taken in a few areas to find out what might be forthcoming?

Mr. WAKSBERG. There have been various sample studies done during the 60's but they tended to be in isolated particular places where problems had occurred and they did not represent any random part of the United States and as a result there was really no basis for making any judgments from those.

Mr. QUIE. Thank you.

Chairman PERKINS. Regarding the count of black America, in your judgment, was the 1970 census more accurate in counting these children than in previous years?

Mr. WAKSBERG. Yes, somewhat better than 1960 and a fair amount better than 1950.

Chairman PERKINS. There was an increase in the undercount of black children, I think, under the age of 5. Isn't it true that there was a decline in the undercount of black children 10 years of age and over in the 1970 census?

Mr. WAKSBERG. There was a substantial decline in the undercount of the 10 to 14 year old age group.

Chairman PERKINS. In other words, although black children in the younger age brackets were more undercounted this year than in the past, weren't black children 10 years of age or older more accurately counted this year than in the past?

Mr. WAKSBERG. Yes, that is true.

Chairman PERKINS. You are telling the committee that the estimate of 5 plus million that were undercounted in the decennial census, were two-thirds white?

Mr. WAKSBERG. Yes.

Chairman PERKINS. That is all I have.

Mr. Ford?

Mr. FORD. I am looking at your press release that you gave us this morning dated April 25, 1973.

On page 2 you say:

> The undercount of blacks in 1970 was estimated at 1.88 million persons or 7.7 percent. The comparable figures for 1960 were 8 percent.

So there was an improvement three-tenths of a percent.

Then you go on:

> Most of the improvement for blacks occurred among females or young black males. The underenumeration rate for black females dropped from 6.3 percent in 1960 to 5.5 in 1970. The rate for young black males, age 15 to 24, declined from about 15 percent in 1960 to approximately 8 percent in 1970.

Then you say:

> The only large segment of the black population which showed a significant deterioration in coverage was black children under ten years of age. Their omission rate increased from about 5.3 percent in 1960 to 8.6 percent in 1970.

So I think that is the reverse of what you told the Chairman. In fact you had a larger margin of error in counting black children under the age of 10 in 1970 than you did in 1960.

Mr. WAKSBERG. No, that is not the reverse. We discussed two groups, the under 10 and over group. For the children over 10 there was an improvement in 1970. For children from 5 to 10 there was a deterioration.

Mr. FORD. I haven't gone far enough with you but have you suggested a reason why that occurred?

Mr. WAKSBERG. At present we don't know. We are doing some studies to try to find out what reasons we can and if information becomes available, we will be glad to submit it.

Mr. FORD. Would it have anything to do with the movement between 1960 and 1970 of black population from rural America to urban America?

Mr. **Waksberg**. We have no evidence that it is related.

Mr. **Ford**. One of the most significant factors with regard to black population of the country is where they move and as a percentage of the totals, a larger number of them have moved from rural to urban than their white counterparts, isn't that true?

Mr. **Waksberg**. Yes.

Mr. **Ford**. The immigration in every major city in the country is almost totally black and other minority groups, isn't it?

Mr. **Waksberg**. Yes, but whether this is a reason for the underenumeration, we don't know.

Mr. **Ford**. I am trying to find out where it is that you are not counting people. I know when poor people reach the city and find their way into housing where this is a rule saying this is a two-bedroom apartment and there ought to be four in it, frequently there are 10 people in it. There is a great deal of motivation for a mother who answers the door not to tell the truth concerning how many children she is keeping at that house.

That is an unfortunate fact of life that everybody that gets any place close to a big city has to recognize. I gather that you are reluctant to assume that is a very significant factor, with not only black children but all poor people who are forced into substandard housing, particularly overoccupied apartments?

Mr. **Waksberg**. I am reluctant to comment on this until we have completed our studies to see what information we can find out about it. At present whatever we could say would be speculating.

Mr. **Ford**. There are a lot of people speculating if that is what happened, and they have been consistently predicting as matter of fact that it would happen. Everybody recognized that one of the toughest things in the 1970 census to deal with was going to be this invisible population in the big cities which at the same time your technology for gathering and assimilating information has been improving, the characteristics of the American population has been changing to cause you to fight a losing battle in some instances.

That seems to be what is shown here by your inability to find the black child under 10 years of age. I wonder in the same setting where the black child under 10 years of age is found in largest numbers if you don't also find white children in poverty under 10 years of age.

Mr. **Ford**. Reason tells me the people with the most stability are the easiest to count. Those with less stability are the most difficult to count for any enumeration purposes.

The New York City School System consistently tells us that they never know how many children they have in their school system on any given day because the job of counting them is so great that, while the count is going on, it changes so they work with estimates. Presumably the same thing happens to a much larger degree when you expand that across the country and take in the amount of time that you take in because they are really only interested in our characteristics of a child while you were interested on your long form in many characteristics.

Mr. **Waksberg**. On the long form we had 20 to 30 or 40 different kinds of characteristics.

Mr. **Ford**. I wish you could give us some enlightenment because that apparently is going to bear very heavily on reliance that members of this committee will put on these statistics particularly for distribution within the States.

Mr. Waksberg. We tend to try to provide information on things we know rather than what we are guessing at. On this particular aspect of the reason for the higher under-coverage of children, as I mentioned, we do have a number of research projects to try to get some information on the causes, whether they will be productive or not at present we don't know, but when they are completed we will be glad to supply the committee with information on it.

Mr. Quie. Looking over your table, there are some things that bother me here. I would assume if you take an age area of 10 years, 0 through 10 in 1960, that should be close except for relating that to the number that were 10 to 20 in 1970.

I note in the white population in male, that in 1960, the 0 to 9 is 369. By the time you get to 1970, this goes down to 252. Then you go to 10 through 19.

I am on table 4. In 1960, the ages 10 through 14 you have got 427. But by 1970 that has increased to 511. If you go on to the next chart for blacks in 0 through 9, there are 161 in 1960. That is down to 108 in 1970 as they are now 10 years older.

Then you take the 10 through 19 and you have got 153 in 1960 and that has jumped to 271 by 1970. If you want to go a little further and take 20 through 29 in 1960 you have 364 by 1970. That is down to 249 as they are 10 years older.

There doesn't seem to be any correlation. I can understand why some died but I can't understand how they could increase in population like molecules.

Mr. Waksberg. Tables 4 and 5 do not represent the population that exist. They represent the number of people we estimate were missed to the extent there were changes in the completeness of the count.

Mr. Quie. These are undercounts?

Mr. Waksberg. These are undercounts.

Mr. Quie. Do you have tables of the total amount of people?

Mr. Waksberg. We don't have them by age in this particular handout. We will be glad to send a copy though. What you would like to see is an age distribution for the years 1960 and 1970.

[The information referred to follows:]

TABLE 52.—AGE BY RACE AND SEX, FOR URBAN AND RURAL RESIDENCE: 1970 AND 1960

[For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text]

United States size of place, 1970	1970										1960		
		Urban						Rural					
			Urbanized areas			Other places of—							
	Total	Total	Total	Central cities	Urban fringe	10,000 or more	2,500 to 10,000	Total	Places of 1,000 to 2,500	Other rural	Total	Urban	Rural
TOTAL POPULATION													
Both Sexes													
All ages	203,211,926	149,324,930	118,446,566	63,921,684	54,524,882	16,618,596	14,259,768	53,886,996	6,656,007	47,230,989	179,323,175	125,268,750	54,054,425
Under 1 year	3,485,277	2,567,332	2,034,907	1,118,691	916,216	287,185	245,240	917,945	111,882	806,063	4,111,949	2,873,043	1,238,906
1 year	3,377,502	2,469,246	1,960,995	1,052,549	908,446	271,898	236,353	908,256	109,083	799,173	4,106,252	2,859,351	1,246,901
2 years	3,290,419	2,396,176	1,909,695	1,017,397	892,298	259,076	227,405	894,243	104,601	789,642	4,098,876	2,838,540	1,260,336
3 years	3,418,679	2,474,480	1,976,896	1,037,814	939,082	263,969	233,615	944,199	108,760	835,439	4,015,598	2,759,764	1,255,834
4 years	3,582,460	2,585,203	2,068,613	1,078,222	990,391	274,103	242,487	997,257	113,430	883,827	3,988,226	2,729,412	1,258,814
5 years	3,811,077	2,734,761	2,181,481	1,121,985	1,059,496	291,243	262,037	1,076,316	121,909	954,407	3,953,528	2,690,728	1,262,800
6 years	3,952,146	2,828,927	2,256,069	1,148,030	1,108,039	302,786	270,072	1,123,219	126,780	996,439	3,819,827	2,588,239	1,231,588
7 years	4,012,474	2,862,855	2,281,336	1,156,844	1,124,492	305,618	275,901	1,149,619	129,350	1,020,269	3,786,783	3,554,841	1,231,942
8 years	4,052,265	2,888,913	2,303,276	1,155,070	1,148,206	308,236	277,401	1,163,352	130,721	1,032,631	3,649,334	2,449,401	1,199,933
9 years	4,128,285	2,940,179	2,347,767	1,176,398	1,171,369	310,889	281,523	1,188,106	132,390	1,055,716	3,482,308	2,325,416	1,156,892
10 years	4,282,106	3,042,050	2,423,053	1,219,937	1,203,116	324,663	294,334	1,240,056	137,324	1,102,732	3,481,131	2,310,477	1,170,654
11 years	4,126,685	2,932,802	2,341,233	1,168,062	1,173,171	310,327	281,242	1,193,883	132,110	1,061,773	3,472,908	2,297,482	1,175,426
12 years	4,183,341	2,967,866	2,367,040	1,182,882	1,184,158	315,308	285,518	1,215,475	134,917	1,080,558	3,573,854	2,363,288	1,210,576
13 years	4,101,977	2,903,787	2,311,668	1,159,882	1,151,786	310,681	281,438	1,198,190	133,238	1,064,952	3,506,557	2,313,062	1,193,495
14 years	4,095,359	2,893,461	2,299,131	1,163,738	1,135,393	311,882	282,448	1,201,898	134,596	1,067,302	2,739,042	1,763,206	975,836
15 years	4,029,034	2,843,974	2,258,124	1,146,074	1,112,050	306,961	278,889	1,185,060	134,089	1,050,971	2,756,616	1,759,678	996,938
16 years	3,889,652	2,745,965	2,175,287	1,110,836	1,064,451	299,902	270,776	1,143,687	130,413	1,013,274	2,797,216	1,795,133	1,002,083
17 years	3,825,343	2,720,905	2,146,475	1,108,183	1,038,292	304,970	269,460	1,104,438	128,012	976,426	2,862,005	1,861,962	1,000,043
18 years	3,766,102	2,832,288	2,131,382	1,190,580	940,802	413,771	287,135	933,814	112,972	820,842	2,528,953	1,722,850	806,103
19 years	3,560,217	2,798,149	2,070,715	1,211,880	858,835	450,118	277,316	762,068	96,025	666,043	2,274,453	1,592,071	682,382
20 years	3,490,530	2,773,463	2,075,121	1,231,737	843,384	435,101	263,241	717,067	92,303	624,764	2,194,207	1,554,642	639,565
21 years and over	122,750,996	91,122,148	72,526,302	39,964,893	32,561,409	9,959,909	8,635,937	31,628,848	4,101,102	27,527,746	108,123,552	77,266,164	30,857,338

Under 5 years	17, 154, 337	12, 492, 437	9, 951, 106	5, 304, 673	4, 646, 433	1, 356, 231	1, 185, 100	4, 661, 900	547, 756	4, 114, 144	20, 320, 901	14, 060, 110	6, 260, 791
5 to 9 years	19, 956, 247	14, 255, 635	11, 369, 929	5, 758, 327	5, 611, 602	1, 518, 772	1, 366, 934	5, 700, 612	641, 150	5, 055, 462	18, 691, 780	12, 608, 625	6, 082, 155
10 to 14 years	20, 789, 468	14, 739, 966	11, 742, 125	5, 894, 501	5, 847, 624	1, 572, 861	1, 424, 980	6, 049, 502	672, 185	5, 377, 317	16, 773, 492	11, 047, 515	5, 725, 977
15 to 19 years	19, 070, 348	13, 941, 281	10, 781, 983	5, 767, 553	5, 014, 430	1, 775, 722	1, 383, 576	5, 129, 067	601, 511	4, 527, 555	13, 215, 243	8, 731, 694	4, 487, 543
20 to 24 years	16, 371, 021	12, 896, 364	10, 029, 420	5, 860, 101	4, 169, 319	1, 722, 671	1, 144, 273	3, 474, 657	448, 391	3, 026, 256	10, 800, 761	7, 724, 250	3, 076, 511
25 to 29 years	13, 476, 993	10, 202, 031	8, 282, 673	4, 457, 691	3, 784, 982	1, 054, 911	864, 447	3, 274, 962	389, 653	2, 885, 304	10, 869, 124	7, 845, 275	3, 023, 849
30 to 34 years	11, 430, 436	8, 390, 225	6, 784, 179	3, 508, 685	3, 275, 494	857, 015	745, 031	3, 040, 211	344, 351	2, 695, 860	11, 949, 186	8, 642, 742	3, 306, 444
35 to 39 years	11, 106, 851	8, 134, 561	6, 573, 705	3, 319, 819	3, 253, 836	828, 907	731, 949	2, 972, 290	354, 879	2, 637, 411	12, 481, 105	9, 044, 123	3, 436, 986
40 to 44 years	11, 980, 954	8, 875, 423	7, 195, 702	3, 640, 306	3, 555, 396	895, 561	784, 160	3, 105, 531	355, 013	2, 740, 518	11, 600, 243	8, 325, 027	3, 275, 216
45 to 49 years	12, 115, 939	9, 047, 116	7, 345, 186	3, 793, 231	3, 551, 955	914, 342	787, 588	3, 058, 823	379, 009	2, 699, 814	10, 879, 485	7, 756, 492	3, 122, 993
50 to 54 years	11, 104, 018	8, 201, 416	6, 599, 411	3, 549, 051	3, 050, 360	852, 141	749, 854	2, 902, 602	363, 270	2, 530, 332	9, 605, 954	6, 851, 113	2, 754, 841
55 to 59 years	9, 973, 028	7, 278, 846	5, 794, 703	3, 289, 132	2, 505, 571	779, 420	704, 723	2, 694, 182	349, 285	2, 344, 897	8, 429, 865	6, 014, 592	2, 415, 273
60 to 64 years	[illegible]	6, 238, 514	4, 890, 616	2, 856, 479	1, 994, 137	702, 017	645, 831	2, 378, 270	326, 884	2, 051, 386	7, 142, 452	5, 091, 000	2, 051, 452
65 to 69 years	6, 991, 625	5, 054, 537	3, 903, 371	2, 390, 315	1, 513, 056	590, 746	560, 420	1, 937, 088	285, 379	1, 651, 709	6, 257, 910	4, 402, 412	1, 855, 498
70 to 74 years	5, 443, 831	3, 981, 347	3, 044, 939	1, 879, 535	1, 165, 404	476, 397	460, 011	1, 462, 484	238, 876	1, 223, 608	4, 738, 932	3, 314, 123	1, 424, 809
75 to 79 years	3, 834, 834	2, 813, 214	2, 115, 635	1, 309, 957	805, 678	350, 729	346, 850	1, 021, 620	181, 926	839, 694	3, 053, 559	2, 100, 809	952, 750
80 to 84 years	2, 284, 311	1, 676, 365	1, 238, 789	766, 805	471, 984	218, 833	218, 743	607, 946	116, 296	491, 650	1, 579, 927	1, 077, 720	502, 207
85 years and over	1, 510, 901	1, 105, 652	803, 094	495, 523	307, 571	151, 320	151, 238	405, 249	80, 188	325, 061	929, 252	631, 128	298, 124
Under 18 years	69, 644, 081	49, 798, 882	35, 643, 046	20, 322, 594	19, 326, 452	5, 359, 697	4, 796, 139	19, 845, 199	2, 253, 605	17, 591, 594	64, 202, 010	43, 133, 623	21, 068, 987
62 years and over	25, 000, 504	18, 156, 902	13, 891, 480	8, 502, 670	5, 388, 810	2, 193, 036	2, 112, 326	6, 803, 602	1, 093, 193	5, 710, 403	20, 845, 051	14, 580, 792	6, 264, 259
65 years and over	20, 065, 502	14, 631, 115	11, 105, 828	6, 842, 135	4, 263, 693	1, 788, 025	1, 737, 262	5, 434, 387	902, 665	4, 531, 722	16, 559, 580	11, 526, 192	5, 033, 388
Median age	28.1	28.1	28.2	28.8	27.6	26.7	28.6	27.9	30.4	27.6	29.5	30.4	27.3
Male													
All ages	98, 912, 192	71, 958, 564	57, 035, 148	30, 409, 942	26, 625, 206	8, 051, 809	6, 871, 607	26, 953, 628	3, 201, 271	23, 752, 357	88, 331, 494	60, 733, 005	27, 598, 489
Under 1 year	1, 777, 915	1, 309, 654	1, 037, 950	570, 023	467, 927	146, 459	125, 245	468, 261	56, 889	411, 372	2, 089, 909	1, 459, 820	630, 089
1 year	1, 721, 763	1, 257, 653	998, 848	535, 034	463, 814	138, 116	120, 689	464, 110	55, 886	408, 224	2, 085, 354	1, 450, 549	634, 805
2 years	1, 678, 842	1, 221, 303	973, 513	517, 721	455, 792	132, 002	115, 788	457, 539	53, 468	404, 071	2, 084, 452	1, 442 401	642, 051
3 years	1, 740, 906	1, 258, 269	1, 005, 589	526, 806	478, 783	134, 025	118, 655	482, 637	55, 447	427, 190	2, 040, 591	1, 399, 690	640, 901
4 years	1, 826, 073	1, 315, 918	1, 052, 613	547, 372	505, 241	139, 784	123, 521	510, 155	57, 858	452, 297	2, 029, 423	1, 386, 531	642, 892
5 years	1, 941, 004	1, 390, 041	1, 109, 174	569, 015	540, 159	147, 954	132, 913	550, 962	62, 266	488, 697	2, 011, 362	1, 365, 882	645, 480
6 years	2, 012, 834	1, 438, 090	1, 147, 289	581, 466	565, 823	153, 671	137, 130	574, 744	64, 439	510, 305	1, 939, 097	1, 310, 508	628, 589
7 years	2, 043, 834	1, 455, 141	1, 160, 371	586, 175	574, 196	155, 254	139, 516	588, 693	65, 562	523, 131	1, 924, 076	1, 294, 144	629, 932
8 years	2, 065, 571	1, 469, 300	1, 171, 855	586, 104	585, 751	156, 640	140, 805	596, 271	66, 351	529, 920	1, 857, 230	1, 241, 540	615, 690
9 years	2, 105, 253	1, 495, 920	1, 195, 292	597, 270	598, 022	157, 711	142, 917	609, 333	66, 979	542, 354	1, 772, 603	1, 178, 433	594, 170
10 years	2, 183, 371	1, 545, 263	1, 230, 721	617, 490	613, 231	164, 752	149, 790	638, 108	69, 943	568, 165	1, 770, 747	1, 169, 793	600, 954
11 years	2, 100, 739	1, 487, 249	1, 186, 975	590, 014	596, 961	157, 499	142, 775	613, 490	66, 943	546, 547	1, 765, 126	1, 161, 293	603, 833
12 years	2, 132, 903	1, 507, 417	1, 202, 477	598, 872	603, 605	159, 792	145, 148	625, 486	68, 338	557, 148	1, 817, 916	1, 194, 273	623, 643
13 years	2, 088, 820	1, 471, 580	1, 171, 150	585, 298	585, 852	157, 914	142, 516	617, 240	67, 382	549, 858	1, 781, 553	1, 167, 363	614, 190
14 years	2, 084, 904	1, 465, 110	1, 164, 655	586, 777	577, 878	157, 633	142, 822	619, 794	68, 376	551, 418	1, 388, 947	885, 530	503, 417
15 years	2, 053, 643	1, 439, 779	1, 143, 029	577, 854	565, 175	155, 084	141, 666	613, 864	67, 800	546, 064	1, 398, 066	881, 226	516, 840
16 years	1, 979, 619	1, 385, 652	1, 097, 991	556, 932	541, 059	150, 968	136, 693	593, 967	65, 984	527, 983	1, 416, 200	894, 401	521, 799
17 years	1, 944, 907	1, 372, 681	1, 081, 023	553, 228	527, 795	155, 314	136, 344	572, 226	64, 525	507, 701	1, 443, 277	914, 883	528, 394
18 years	1, 893, 207	1, 402, 076	1, 052, 018	576, 331	475, 687	205, 914	144, 144	491, 131	57, 225	433, 906	1, 261, 572	814, 683	446, 889
19 years	1, 762, 471	1, 372, 001	998, 680	570, 546	428, 134	232, 131	141, 190	390, 470	47, 095	343, 375	1, 114, 546	731, 486	383, 060
10 years	1, 680, 817	1, 330, 155	971, 553	564, 298	407, 255	224, 825	133, 777	350, 662	44, 086	306, 576	1, 066, 853	714, 049	352, 804
21 years and over	58, 092, 796	42, 568, 312	33, 882, 382	18, 415, 316	15, 467, 066	4, 668, 367	4, 017, 563	15, 524, 484	1, 908, 429	13, 616, 055	52, 272, 594	36, 674, 527	15, 598, 067

TABLE 52.—AGE BY RACE AND SEX, FOR URBAN AND RURAL RESIDENCE: 1970 AND 1960—Continued

[For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text]

United States size of place, 1970	1970										1960		
		Urban						Rural					
			Urbanized areas			Other places of—							
	Total	Total	Total	Central cities	Urban fringe	10,000 or more	2,500 to 10,000	Total	Places of 1,000 to 2,500	Other rural	Total	Urban	Rural
TOTAL POPULATION—Cont.													
Male—Continued													
Under 5 years	8,745,499	6,362,797	5,068,513	2,696,956	2,371,557	690,386	603,898	2,382,702	279,548	2,103,154	10,329,729	7,138,991	3,190,738
5 to 9 years	10,168,496	7,248,492	5,783,981	2,920,030	2,863,951	771,230	693,281	2,920,004	325,597	2,594,407	9,504,368	6,390,507	3,113,861
10 to 14 years	10,590,737	7,476,619	5,955,978	2,978,451	2,977,527	797,590	723,051	3,114,118	340,982	2,773,136	8,524,289	5,578,252	2,946,037
15 to 19 years	9,633,847	6,972,189	5,372,741	2,834,891	2,537,850	899,411	700,037	2,661,658	302,629	2,359,029	6,633,661	4,236,679	2,396,982
20 to 24 years	7,917,269	6,218,656	4,737,070	2,746,670	1,990,400	901,109	580,477	1,698,613	216,920	1,481,693	5,272,340	3,636,579	1,635,761
25 to 29 years	6,621,567	5,011,979	4,050,754	2,212,922	1,837,832	533,981	427,244	1,609,588	191,109	1,418,479	5,333,075	3,836,208	1,496,867
30 to 34 years	5,595,790	4,095,546	3,309,720	1,713,160	1,596,560	419,568	366,258	1,500,244	168,623	1,331,621	5,846,224	4,204,056	1,642,168
35 to 39 years	5,412,423	3,946,755	3,191,539	1,599,122	1,592,417	401,560	353,656	1,465,668	161,773	1,303,895	6,079,512	4,575,095	1,704,417
40 to 44 years	5,818,813	4,268,895	3,464,434	1,728,218	1,736,216	427,403	377,058	1,549,918	176,616	1,373,302	5,675,881	4,027,006	1,648,875
45 to 49 years	5,851,334	4,329,795	3,519,583	1,786,963	1,732,620	434,592	375,620	1,521,539	177,189	1,344,350	5,357,925	3,756,774	1,601,151
50 to 54 years	5,347,916	3,907,222	3,150,982	1,654,951	1,456,031	402,094	354,146	1,440,694	171,546	1,269,148	4,734,829	3,313,918	1,420,911
55 to 59 years	4,765,821	3,417,226	2,730,247	1,514,411	1,215,836	355,772	327,207	1,348,595	164,166	1,184,429	4,127,245	2,884,813	1,242,432
60 to 64 years	4,026,972	2,842,921	2,240,318	1,301,709	938,609	312,753	289,850	1,184,051	149,713	1,034,338	3,409,319	2,369,178	1,040,141
65 to 69 years	3,122,084	2,170,584	1,681,425	1,014,803	666,622	248,503	240,656	951,500	125,650	825,850	2,931,088	1,989,483	941,605
70 to 74 years	2,315,000	1,614,884	1,235,953	755,945	480,008	190,552	188,379	700,116	100,904	599,212	2,185,216	1,459,934	725,282
75 to 79 years	1,560,661	1,089,317	820,014	504,777	315,237	133,046	136,257	471,344	73,817	397,527	1,359,424	884,006	475,418
80 to 84 years	875,584	608,715	448,767	277,420	171,347	78,014	81,934	266,869	45,106	221,763	665,093	423,452	241,641
85 years and over	542,379	375,972	273,129	168,543	104,586	50,245	52,598	166,407	29,383	137,024	362,276	228,074	134,202
Under 18 years	35,482,901	25,286,020	20,130,515	10,283,451	9,847,064	2,702,572	2,434,933	10,196,881	1,144,436	9,052,445	32,615,929	21,798,260	10,817,669
62 years and over	10,708,654	7,471,184	5,725,343	3,462,321	2,263,022	879,232	866,609	3,237,470	461,629	2,775,841	9,548,688	6,406,456	3,142,233
65 years and over	8,415,708	5,859,472	4,459,288	2,721,488	1,737,800	700,360	699,824	2,556,236	374,860	2,181,376	7,503,097	4,984,949	2,518,148
Median age	26.8	26.7	27.0	27.3	26.6	24.8	26.6	27.2	28.5	27.0	28.7	29.4	26.7
NEGRO AND OTHER RACES													
Both Sexes													
All ages	25,462,951	20,551,690	17,495,064	14,375,113	3,119,951	1,780,078	1,276,548	4,911,261	516,427	4,394,834	20,491,443	14,840,418	5,651,025
Under 1 year	550,188	445,600	379,045	312,020	67,025	38,732	27,823	104,588	11,290	93,298	613,738	440,627	173,111
1 year	525,574	423,909	360,536	295,998	64,538	36,619	26,754	101,665	10,775	90,890	601,631	433,899	167,732
2 years	527,889	424,559	361,312	297,460	63,852	36,582	26,665	103,330	10,764	92,566	593,143	426,023	167,120

3 years	545, 960	437, 910	373, 430	306, 509	66, 921	37, 447	27, 033	108, 050	11, 397	96, 653	580, 012	413, 399	166, 613
4 years	581, 586	466, 116	398, 017	326, 606	71, 411	39, 560	28, 539	115, 470	11, 988	103, 482	573, 825	407, 595	166, 230
5 years	602, 614	480, 235	408, 993	334, 603	74, 390	40, 929	30, 313	122, 379	12, 483	109, 896	563, 943	396, 595	167, 348
6 years	613, 933	488, 353	415, 617	339, 617	76, 000	42, 010	30, 726	125, 580	12, 795	112, 785	534, 943	372, 729	162, 214
7 years	617, 599	490, 677	417, 764	341, 089	76, 675	41, 659	31, 254	126, 922	12, 916	141, 006	523, 513	362, 502	161, 011
8 years	608, 228	483, 212	411, 440	335, 559	75, 881	41, 282	30, 490	125, 016	12, 697	112, 319	495, 305	342, 597	152, 706
9 years	616, 447	488, 651	416, 839	340, 147	76, 692	41, 156	30, 656	127, 796	12, 734	115, 062	486, 534	332, 750	153, 784
10 years	657, 319	518, 486	440, 152	355, 679	80, 473	45, 072	33, 262	138, 833	13, 754	125, 079	476, 863	323, 947	152, 916
11 years	614, 449	483, 783	410, 978	335, 515	75, 463	42, 037	30, 768	130, 666	12, 911	117, 755	460, 545	310, 953	149, 592
12 years	619, 941	484, 788	411, 765	336, 123	75, 642	41, 829	31, 194	135, 153	13, 162	121, 991	440, 772	293, 410	147, 362
13 years	606, 903	472, 266	399, 631	326, 244	73, 387	41, 487	31, 148	134, 637	13, 129	121, 508	4C2. 897	262, 686	140, 211
14 years	609, 739	471, 065	397, 437	325, 277	72, 160	41, 697	31, 931	138, 674	13, 553	125, 121	353, 523	222, 749	130, 774
15 years	588, 569	451, 194	380, 065	311, 473	68, 592	40, 370	30, 759	137, 375	13, 157	124, 218	348, 483	218, 558	129, 925
16 years	557, 048	423, 165	355, 479	291, 342	64, 137	38, 542	29, 144	133, 883	12, 633	121, 250	337, 028	214, 683	122, 345
17 years	538, 195	409, 580	342, 985	281, 181	61, 804	37, 998	28, 597	128, 615	12, 199	116, 416	336, 887	215, 224	121, 663
18 years	518, 915	405, 570	335, 987	274, 256	61, 731	41, 196	28, 387	113, 345	10, 740	102, 605	307, 509	201, 397	106, 112
19 years	497, 261	401, 416	331, 384	269, 746	61, 638	42, 643	27, 379	95, 845	9, 295	86, 550	281, 017	189, 729	91, 378
20 years	484, 442	397, 637	329, 630	268, 313	61, 317	41, 643	26. 364	86, 805	8, 563	78, 242	273, 007	191, 483	81, 524
21 years and over	13, 380, 152	11, 003, 518	9, 416, 578	7, 766, 356	1, 650, 222	929, 578	657, 362	2, 376, 634	263, 492	2, 113, 142	10, 906, 235	8, 266, 883	2, 639, 352
Under 5 years	2, 731, 197	2, 198, 074	1, 872, 340	1, 538, 593	333, 74,	188, 940	136, 814	533, 103	56, 214	476, 889	2, 3962, 49	2, 121, 543	840, 806
5 to 9 years	3, 058, 821	2, 431, 128	2, 070, 653	1, 691, 015	379, 638	207, 036	153, 439	627, 693	63, 625	564, 068	2, 604, 238	1, 807, 173	797, 065
10 to 14 years	3, 108, 351	2, 430, 388	2, 059, 963	1, 682, 838	377, 125	212, 122	158, 303	677, 963	66, 509	611, 454	2, 134, 600	1, 413, 754	720, 855
15 to 19 years	2, 699, 988	2, 090, 925	1, 745, 900	1, 427, 998	317, 902	200, 759	144, 266	609, 063	58, 024	551, 039	1, 611, 014	1, 039, 591	571, 423
20 to 24 years	2, 089, 194	1, 741, 821	1, 476, 679	1, 209, 679	267, 090	162, 241	102, 811	437, 373	35, 735	311, 638	1, 329, 982	975, 974	354, 008
25 to 29 years	1, 665, 079	1, 416, 867	1, 243, 353	1, 017, 075	226, 278	104, 966	68. 568	248, 212	26, 528	221, 684	1, 313, 539	1, 025, 478	288, 061
30 to 34 years	1, 462, 999	1, 239, 433	1, 088, 282	879, 065	209, 217	90, 053	61, 098	223, 566	23, 507	200, 059	1, 360, 356	1, 077, 826	282, 530
35 to 39 years	1, 385, 982	1, 169, 613	1, 022, 483	826, 639	195, 844	86, 820	60, 310	216, 369	22, 603	193, 766	1, 340, 268	1, 060, 316	279, 952
40 to 44 years	1, 374, 122	1, 150, 046	1. 002, 218	820, 263	181, 955	87, 528	60, 300	224, 076	24, 049	200, 027	1, 177, 223	913, 182	264, 041
45 to 49 years	1, 271, 297	1, 056, 492	917, 286	759, 369	157, 917	82, 301	56, 905	214, 805	23, 175	191, 630	1, 094, 323	831, 369	262, 954
50 to 54 years	1, 102, 161	897, 577	767, 044	640, 970	126, 074	76, 434	54, 099	204, 584	22, 574	182, 010	912, 426	686, 369	226, 030
55 to 59 years	966, 526	770, 053	645, 955	544, 169	101, 786	71, 292	52, 806	196, 473	22, 275	174, 198	803, 654	599, 879	203, 775
60 to 64 years	812, 074	637, 482	526, 440	445, 199	81, 241	62, 666	48, 376	174, 952	20, 623	153, 969	591, 779	434, 093	157, 686
65 to 69 years	692, 571	534, 953	433, 386	368, 002	65, 384	57, 204	44, 363	157, 618	18, 943	138, 575	518, 686	360, 059	158, 627
70 to 74 years	461, 748	354, 324	285, 090	242, 347	42, 743	38, 405	30, 829	107, 424	13, 285	94, 139	347, 890	238, 005	109, 885
75 to 79 years	282, 263	211, 453	166, 421	140, 842	25, 579	24, 633	20, 399	70, 810	8, 792	62, 018	218, 241	145, 307	72, 934
80 to 84 years	164, 489	122, 167	95, 069	78, 078	16, 991	14, 637	12, 461	42, 322	5, 399	36, 923	99, 238	64, 740	34, 498
85 years and over	134, 089	98, 874	76, 412	62, 972	13, 440	12, 061	10, 401	35, 215	4, 567	30, 648	71, 637	45, 742	25, 895
Under 18 years	10, 582, 181	8, 343, 594	7, 081, 485	5, 796, 442	1, 285, 043	725, 008	537, 056	2, 238, 632	224, 337	2, 014, 295	8, 723, 585	5, 990, 926	2, 732, 659
62 years and over	2, 200, 314	1, 685, 361	1, 355, 279	1, 145, 141	210, 138	183, 454	146, 628	514, 953	63, 007	451, 946	1, 610, 759	1, 114, 309	496, 451
65 years and over	1, 735, 160	1, 321, 771	1, 056, 378	892, 241	164, 137	146, 130	118, 453	413, 389	50, 987	362, 403	1, 255, 692	853, 853	401, 839
Median age	22.7	23.2	23.4	23.5	22.8	22.5	22.2	20.1	21.9	19.9	23.5	25.3	19.1

TABLE 52.—AGE BY RACE AND SEX, FOR URBAN AND RURAL RESIDENCE: 1970 AND 1960—Continued

[For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text]

United States size of place, 1970	1970										1960		
		Urban						Rural					
			Urbanized areas			Other places of—							
	Total	Total	Total	Central cities	Urban fringe	10,000 or more	2,500 to 10,000	Total	Places of 1,000 to 2,500	Other rural	Total	Urban	Rural
NEGRO AND OTHER RACES—Con.													
Male													
All ages	12, 191, 205	9, 748, 321	8, 283, 673	6, 767, 838	1, 515, 835	855, 759	608, 889	2, 442, 884	246, 826	2, 196, 058	9, 964, 345	7, 101, 860	2, 862, 485
Under 1 year	276, 665	224, 216	190, 791	157, 140	33, 651	19, 535	13, 890	52, 449	5, 620	46, 829	305, 876	219, 887	85, 989
1 year	263, 620	212, 578	181, 044	148, 612	32, 432	18, 164	13, 310	51, 102	5, 467	45, 635	300, 242	216, 183	84, 059
2 years	264, 568	212, 718	181, 143	149, 175	31, 968	18, 407	13, 168	51, 850	5, 366	46, 484	297, 473	213, 616	83, 857
3 years	274, 059	219, 780	187, 482	153, 770	33, 712	18, 741	13, 557	54, 279	5, 712	48, 567	289, 628	206, 185	83, 443
4 years	292, 254	234, 180	199, 909	163, 890	36, 019	19, 863	14, 408	58, 074	6, 022	52, 052	287, 329	203, 550	83, 779
5 years	302, 563	240, 966	205, 200	167, 862	37, 338	20, 534	15, 232	61, 597	6, 350	55, 247	281, 804	197, 833	83, 971
6 years	308, 117	244, 856	208, 755	170, 270	38, 485	20, 790	15, 311	63, 261	6, 274	56, 987	267, 217	185, 982	81, 235
7 years	309, 735	245, 851	209, 557	170, 744	38, 813	20, 828	15, 466	63, 884	6, 503	57, 381	261, 374	180, 449	80, 925
8 years	305, 534	242, 443	206, 461	168, 417	38, 044	20, 719	15, 263	63, 091	6, 281	56, 810	248, 124	171, 081	77, 043
9 years	309, 454	245, 059	209, 141	170, 352	38, 789	20, 541	15, 377	64, 395	6, 302	58, 093	243, 692	165, 689	78, 003
10 years	329, 585	259, 549	220, 132	179, 797	40, 335	22, 539	16, 878	70, 036	6, 919	63, 117	238, 989	161, 348	77, 641
11 years	307, 008	240, 993	204, 706	166, 943	37, 763	20, 930	15, 357	66, 015	6, 386	59, 629	230, 730	154, 725	76, 005
12 years	311, 549	242, 752	206, 119	168, 000	38, 119	20, 968	15, 665	68, 797	6, 654	62, 143	220, 878	145, 703	75, 175
13 years	303, 582	235, 305	199, 086	162, 421	36, 665	20, 626	15, 593	68, 277	6, 498	61, 779	201, 011	129, 979	71, 032
14 years	305, 288	234, 499	197, 802	161, 710	36, 092	20, 868	15, 829	70, 789	6, 819	63, 970	176, 108	109, 418	66, 690
15 years	295, 065	224, 496	188, 912	154, 377	34, 535	20, 116	15, 468	70, 569	6, 572	63, 997	173, 902	107, 012	66, 890
16 years	279, 605	209, 764	176, 282	143, 882	32, 400	18, 949	14, 533	69, 841	6, 405	63, 436	168, 197	104, 910	63, 287
17 years	269, 514	202, 378	168, 964	137, 698	31, 266	19, 173	14, 241	67, 136	6, 232	60, 904	167, 582	104, 189	63, 393
18 years	256, 564	196, 998	161, 990	130, 703	31, 287	20, 798	14, 210	59, 566	5, 533	54, 033	151, 810	94, 436	57, 374
19 years	241, 829	191, 962	154, 969	123, 050	31, 919	22, 775	14, 218	49, 867	4, 632	45, 235	135, 077	84, 901	50, 176
20 years	229, 272	185, 169	148, 709	117, 273	31, 436	22, 578	13, 882	44, 103	4, 228	39, 875	128, 864	84, 074	44, 790
21 years and over	6, 155, 775	5, 001, 869	4, 276, 519	3, 501, 752	774, 767	427, 317	298, 033	1, 153, 906	120, 051	1, 033, 855	5, 188, 438	3, 860, 710	1, 327, 728

Under 5 years	1, 371, 166	1, 103, 412	940, 369	772, 587	167, 782	94, 710	68, 333	267, 754	28, 187	239, 567	1, 480, 548	1, 059, 421	421, 127
5 to 9 years	1, 535, 403	1, 219, 175	1, 039, 114	847, 645	191, 469	103, 412	76, 649	316, 228	31, 710	284, 518	1, 302, 211	901, 034	401, 177
10 to 14 years	1, 557, 012	1, 213, 098	1, 027, 845	838, 871	188, 974	105, 931	79, 322	343, 914	33, 276	310, 638	1, 067, 716	701, 173	366, 543
15 to 19 years	1, 342, 577	1, 025, 598	851, 117	689, 710	161, 407	101, 811	72, 670	316, 979	29, 374	287, 605	796, 568	495, 448	301, 120
20 to 24 years	976, 449	799, 420	660, 481	529, 165	131, 316	85, 955	52, 984	177, 029	17, 448	159, 581	626, 518	434, 872	191, 646
25 to 29 years	771, 775	647, 909	565, 060	460, 340	104, 720	50, 601	32, 248	123, 866	12, 244	111, 622	611, 292	467, 489	143, 803
30 to 34 years	670, 721	563, 070	493, 979	396, 827	97, 152	41, 263	27, 828	107, 651	10, 784	96, 867	628, 036	491, 082	136, 954
35 to 39 years	628, 048	526, 629	460, 732	370, 189	90, 603	38, 930	26, 907	101, 419	9, 972	91, 447	632, 679	496, 943	135, 736
40 to 44 years	624, 316	519, 395	454, 591	369, 926	84, 665	38, 524	26, 280	104, 921	10, 652	94, 269	558, 843	428, 814	130, 029
45 to 49 year	593, 715	491, 294	428, 475	352, 858	75, 617	37, 338	25, 481	102, 421	10, 487	91, 934	529, 746	397, 478	132, 268
50 to 54 years	515, 361	416, 332	357, 032	296, 344	60, 688	34, 808	24, 492	99, 029	10, 197	88, 832	448, 806	333, 005	115, 801
55 to 59 years	454, 900	357, 535	301, 233	252, 409	48, 824	32, 423	23, 879	97, 365	10, 435	86, 930	398, 646	293, 593	105, 053
60 to 64 years	379, 729	293, 137	243, 522	204, 720	38, 802	27, 967	21, 648	86, 592	9, 549	77, 043	287, 655	208, 839	78, 816
65 to 69 years	314, 110	237, 703	194, 241	163, 884	30, 357	24, 380	19, 082	76, 407	8, 638	67, 769	246, 956	168, 109	78, 847
70 to 74 years	207, 448	155, 535	125, 960	106, 959	19, 001	16, 514	13, 061	51, 913	5, 848	46, 065	166, 866	110, 804	56, 067
75 to 79 years	123, 033	89, 284	70, 297	59, 471	10, 826	10, 349	8, 638	33, 749	3, 755	29, 994	104, 143	66, 438	37, 705
80 to 84 years	70, 020	50, 425	39, 326	31, 496	7, 830	5, 896	5, 203	19, 595	2, 298	17, 297	45, 755	28, 434	17, 321
85 years and over	55, 422	39, 370	30, 239	24, 437	5, 802	4, 947	4, 184	16, 052	1, 972	14, 080	31, 351	18, 884	12, 477
Under 18 years	5, 307, 765	4, 172, 323	3, 541, 486	2, 895, 060	646, 426	362, 291	268, 546	1, 135, 442	112, 382	1, 023, 060	4, 360, 156	2, 977, 739	1, 382, 417
62 years and over	986, 499	738, 502	597, 551	501, 815	95, 736	78, 184	62, 767	247, 997	28, 097	219, 900	767, 674	517, 972	249, 702
65 years and over	770, 033	572, 317	460, 063	386, 247	73, 816	62, 086	50, 168	197, 716	22, 511	175, 205	595, 081	392, 669	202, 417
Median age	21. 5	22. 0	22. 1	22. 2	21. 8	21. 3	20. 7	19. 6	20. 2	19. 6	22. 7	24. 5	19. 0
Female													
All ages	104, 299, 734	77, 366, 366	61, 411, 418	33, 511, 742	27, 899, 676	8, 566, 787	7, 388, 161	26, 933, 368	3, 454, 736	23, 478, 632	90, 991, 681	64, 535, 745	26, 455, 936
Under 1 year	1, 707, 362	1, 257, 678	996, 957	548, 668	448, 289	140, 726	119, 995	449, 684	54, 993	394, 691	2, 022, 040	1, 413, 223	608, 817
1 year	1, 655, 739	1, 211, 593	962, 147	517, 515	444, 632	133, 782	115, 664	444, 146	53, 197	390, 949	2, 020, 898	1, 408, 802	612, 096
2 years	1, 611, 577	1, 174, 873	936, 182	499, 676	436, 506	127, 074	111, 617	436, 704	51, 133	385, 571	2, 014, 424	1, 396, 139	618, 285
3 years	1, 677, 773	1, 216, 211	971, 307	511, 008	460, 299	129, 944	114, 960	461, 562	53, 313	408, 249	1, 975, 007	1, 360, 074	614, 933
4 years	1, 756, 387	1, 269, 285	1, 016, 000	530, 850	485, 150	134, 319	118, 966	487, 102	55, 572	431, 530	1, 958, 803	1, 342, 881	615, 927
5 years	1, 870, 073	1, 344, 720	1, 072, 307	552, 970	519, 337	143, 289	129, 124	575, 353	59, 643	465, 710	1, 942, 166	1, 324, 846	617, 320
6 years	1, 939, 312	1, 390, 837	1, 108, 780	566, 564	542, 216	149, 115	132, 942	548, 475	62, 341	486, 134	1, 880, 730	1, 277, 731	602, 999
7 years	1, 968, 640	1, 407, 714	1, 120, 965	570, 669	550, 236	150, 364	136, 385	560, 926	63, 788	497, 138	1, 862, 707	1, 260, 697	602, 010
8 years	1, 986, 694	1, 419, 613	1, 131, 421	568, 966	562, 455	151, 596	136, 596	567, 081	64, 370	502, 711	1, 792, 104	1, 207, 861	584, 243
9 years	2, 023, 032	1, 444, 259	1, 152, 475	579, 128	573, 317	153, 178	138, 606	578, 773	65, 411	513, 362	1, 709, 705	1, 146, 983	562, 722
10 years	2, 098, 735	1, 496, 787	1, 192, 332	602, 447	589, 885	159, 911	144, 544	601, 948	67, 381	534, 567	1, 710, 384	1, 140, 684	569, 700
11 years	2, 025, 946	1, 445, 553	1, 154, 258	578, 048	476, 210	152, 828	138, 467	580, 393	65, 167	515, 226	1, 707, 782	1, 136, 189	571, 593
12 years	2, 050, 438	1, 460, 449	1, 164, 563	584, 010	580, 553	155, 516	140, 370	589, 989	66, 579	523, 410	1, 755, 938	1, 169, 015	586, 923
13 years	2, 013, 157	1, 432, 207	1, 140, 518	574, 584	565, 934	152, 767	133, 922	580, 950	65, 856	515, 094	1, 725, 004	1, 145, 699	579, 305
14 years	2, 010, 455	1, 428, 351	1, 134, 476	576, 961	557, 515	154, 249	133, 626	582, 104	66, 220	515, 884	1, 350, 095	877, 678	472, 419
15 years	1, 975, 391	1, 404, 195	1, 115, 095	568, 220	546, 875	151, 877	137, 223	571, 196	66, 289	504, 907	1, 358, 550	878, 452	480, 098
15 years	1, 910, 033	1, 360, 313	1, 077, 296	553, 504	523, 392	148, 934	134, 083	549, 720	64, 429	485, 291	1, 381, 016	900, 732	480, 284
17 years	1, 880, 436	1, 348, 224	1, 065, 452	554, 955	510, 497	149, 656	133, 166	532, 212	63, 487	468, 725	1, 418, 728	947, 079	471, 649
18 years	1, 872, 895	1, 430, 212	1, 079, 364	614, 249	465, 115	207, 857	142, 991	442, 683	55, 747	386, 936	1, 267, 381	908, 167	359, 314
19 years	1, 797, 746	1, 426, 148	1, 072, 035	641, 334	430, 701	217, 987	136, 126	371, 598	49, 930	322, 668	1, 159, 907	860, 585	299, 322
20 years	1, 809, 713	1, 443, 308	1, 103, 568	667, 439	436, 129	210, 276	129, 464	366, 405	48, 217	318, 188	1, 127, 354	840, 593	286, 761
21 years and over	64, 658, 200	48, 553, 836	38, 643, 920	21, 549, 577	17, 094, 343	5, 291, 542	4, 618, 734	16, 104, 364	2, 192, 673	13, 911, 691	55, 850, 958	40, 591, 637	15, 259, 321

TABLE 52.—AGE BY RACE AND SEX, FOR URBAN AND RURAL RESIDENCE: 1970 AND 1960—Continued

[For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text]

United States size of place, 1970	1970										1960		
		Urban						Rural					
			Urbanized areas			Other places of—							
	Total	Total	Total	Central cities	Urban fringe	10,000 or more	2,500 to 10,000	Total	Places of 1,000 to 2,500	Other rural	Total	Urban	Rural
NEGRO AND OTHER RACES—Continued													
Female—Continued													
Under 5 years	8, 408, 838	6, 129, 640	4, 882, 593	2, 607, 717	2, 274, 876	665, 845	581, 202	2, 279, 198	268, 208	2, 010, 990	9, 991, 172	6, 921, 119	3, 070, 053
5 to 9 years	9, 787, 751	7, 007, 143	5, 585, 948	2, 838, 297	2, 747, 651	747, 542	673, 653	2, 780, 608	315, 553	2, 465, 055	9, 187, 412	6, 218, 118	2, 969, 294
10 to 14 years	10, 198, 731	7, 263, 347	5, 786, 147	2, 916, 050	2, 870, 097	775, 271	701, 929	2, 935, 384	331, 203	2, 604, 181	8, 249, 203	5, 469, 263	2, 779, 940
15 to 19 years	9, 436, 501	6, 969, 092	5, 409, 242	2, 932, 662	2, 476, 580	876, 311	683, 539	2, 467, 409	298, 882	2, 168, 527	6, 585, 582	4, 495, 015	2, 090, 567
20 to 24 years	8, 453, 752	6, 677, 708	5, 292, 350	3, 113, 431	2, 178, 919	821, 562	563, 796	1, 776, 044	231, 471	1, 544, 573	5, 528, 421	4, 087, 671	1, 440, 750
25 to 29 years	6, 855, 426	5, 190, 052	4, 231, 919	2, 284, 769	1, 947, 150	520, 930	437, 203	1, 665, 374	198, 549	1, 466, 825	5, 536, 049	4, 009, 067	1, 526, 982
30 to 34 years	5, 834, 646	4, 294, 679	3, 474, 459	1, 795, 525	1, 678, 934	437, 447	382, 773	1, 539, 967	175, 728	1, 364, 239	6, 102, 962	4, 438, 686	1, 664, 276
35 to 39 years	5, 694, 428	4, 187, 806	2, 382, 166	1, 720, 697	1, 661, 469	427, 347	378, 293	1, 506, 622	173, 106	1, 333, 516	6, 401, 597	4, 669, 028	1, 732, 569
40 to 44 years	6, 162, 141	4, 606, 528	3, 731, 268	1, 912, 088	1, 819, 180	468, 158	407, 102	1, 555, 613	188, 397	1, 367, 216	5, 924, 362	4, 298, 021	1, 626, 341
45 to 49 years	6, 264, 605	4, 717, 321	3, 825, 603	2, 006, 268	1, 819, 335	479, 750	411, 968	1, 547, 284	191, 820	1, 355, 464	5, 521, 560	3, 999, 718	1, 521, 842
50 to 54 years	5, 756, 102	4, 294, 194	3, 448, 429	1, 894, 100	1, 554, 329	450, 047	395, 718	1, 461, 908	191, 724	1, 270, 184	4, 871, 125	3, 537, 195	1, 333, 930
55 to 59 years	5, 207, 207	3, 861, 620	3, 064, 456	1, 774, 721	1, 289, 735	419, 648	377, 516	1, 345, 587	185, 119	1, 160, 468	4, 302, 620	3, 129, 779	1, 172, 841
60 to 64 years	4, 589, 812	3, 395, 593	2, 650, 298	1, 594, 770	1, 055, 528	389, 264	356, 031	1, 194, 219	177, 171	1, 017, 048	3, 733, 133	2, 721, 822	1, 011, 311
65 to 69 years	3, 869, 541	2, 883, 953	2, 221, 946	1, 375, 512	846, 434	342, 243	319, 764	985, 588	159, 729	825, 859	3, 326, 822	2, 412, 929	913, 893
70 to 74 years	3, 128, 831	2, 366, 463	1, 808, 986	1, 123, 590	685, 396	285, 845	271, 632	762, 368	137, 972	624, 396	2, 553, 716	1, 854, 189	699, 527
75 to 79 years	2, 274, 173	1, 723, 897	1, 295, 621	805, 180	490, 441	217, 683	210, 593	550, 276	108, 109	442, 167	1, 694, 135	1, 216, 803	477, 332
80 to 84 years	1, 408, 727	1, 067, 650	790, 022	489, 385	300, 637	140, 819	136, 809	341, 077	71, 190	269, 887	914, 834	654, 268	260, 566
85 years and over	968, 522	729, 680	529, 965	326, 980	202, 985	101, 075	98, 640	238, 842	50, 805	188, 037	566, 976	403, 054	163, 922
Under 18 years	34, 161, 180	24, 512, 862	19, 512, 531	10, 039, 143	9, 473, 388	2, 639, 125	2, 361, 206	9, 648, 318	1, 109, 169	8, 539, 149	31, 586, 081	21, 334, 763	10, 251, 318
62 years and over	14, 291, 850	10, 725, 718	8, 166, 127	5, 040, 349	2, 125, 788	1, 313, 864	1, 245, 717	3, 566, 132	631, 570	2, 394, 562	11, 296, 363	8, 174, 336	3, 122, 027
65 years and over	11, 649, 794	8, 771, 643	6, 646, 540	4, 120, 057	2, 525, 893	1, 087, 665	1, 037, 438	2, 878, 151	527, 805	2, 350, 346	9, 056, 483	6, 541, 243	2, 515, 240
Median age	29. 3	29. 5	29. 4	30. 2	28. 6	28. 8	30. 7	28. 7	32. 4	28. 2	30. 3	31. 2	27. 9
PERCENT DISTRIBUTION													
Both Sexes													
All ages	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0	100. 0
Under 1 year	1. 7	1. 7	1. 7	1. 8	1. 7	1. 7	1. 7	1. 7	1. 7	1. 7	2. 3	2. 3	2. 3
1 year	1. 7	1. 7	1. 7	1. 6	1. 7	1. 6	1. 7	1. 7	1. 6	1. 7	2. 3	2. 3	2. 3

2 years	1.6	1.6	1.6	1.6	1.6	1.6	1.6	1.7	1.6	1.7	2.3	2.3	2.3
3 years	1.7	1.7	1.7	1.6	1.7	1.6	1.6	1.8	1.6	1.8	2.2	2.2	2.3
4 years	1.8	1.7	1.7	1.7	1.8	1.6	1.7	1.9	1.7	1.9	2.2	2.2	2.3
5 years	1.9	1.8	1.8	1.8	1.9	1.8	1.8	2.0	1.8	2.0	2.2	2.1	2.3
6 years	1.9	1.9	1.9	1.8	2.0	1.8	1.9	2.1	1.9	2.1	2.1	2.1	2.3
7 years	2.0	1.9	1.9	1.8	2.1	1.8	1.9	2.1	1.9	2.2	2.1	2.0	2.3
8 years	2.0	1.9	1.9	1.8	2.1	1.9	1.9	2.2	2.0	2.2	2.0	2.0	2.2
9 years	2.0	2.0	2.0	1.8	2.1	1.9	2.0	2.2	2.0	2.2	1.9	1.9	2.1
10 years	2.1	2.0	2.0	1.9	2.2	2.0	2.1	2.3	2.1	2.3	1.9	1.8	2.2
11 years	2.0	2.0	2.0	1.8	2.2	1.9	2.0	2.2	2.0	2.2	1.9	1.8	2.2
12 years	2.1	2.0	2.0	1.9	2.2	1.9	2.0	2.3	2.0	2.3	2.0	1.9	2.2
13 years	2.0	1.9	2.0	1.8	2.1	1.9	2.0	2.2	2.0	2.3	2.0	1.8	2.2
14 years	2.0	1.9	1.9	1.8	2.1	1.9	2.0	2.2	2.0	2.3	1.5	1.4	1.8
15 years	2.0	1.9	1.9	1.8	2.0	1.8	2.0	2.2	2.0	2.2	1.5	1.4	1.8
16 years	1.9	1.8	1.8	1.7	2.0	1.8	1.9	2.1	2.0	2.1	1.6	1.4	1.9
17 years	1.9	1.8	1.8	1.7	1.9	1.8	1.9	2.0	1.9	2.1	1.6	1.5	1.9
18 years	1.9	1.9	1.8	1.9	1.7	2.5	2.0	1.7	1.7	1.7	1.4	1.4	1.5
19 years	1.8	1.9	1.7	1.9	1.6	2.7	1.9	1.4	1.4	1.4	1.3	1.3	1.3
20 years	1.7	1.9	1.8	1.9	1.5	2.6	1.8	1.3	1.4	1.3	1.2	1.2	1.2
21 years and over	60.4	61.0	61.2	62.5	59.7	59.9	60.6	58.7	61.6	58.3	60.3	61.7	57.1
Under 5 years	8.4	8.4	8.4	8.3	8.5	8.2	8.3	8.7	8.2	8.7	11.3	11.2	11.6
5 to 9 years	9.8	9.5	9.6	9.0	10.3	9.1	9.6	10.6	9.6	10.7	10.4	10.1	11.3
10 to 14 years	10.2	9.9	9.9	9.2	10.7	9.5	10.0	11.2	10.1	11.4	9.4	8.8	10.6
25 to 19 years	9.4	9.3	9.1	9.0	9.2	10.7	9.7	9.5	9.0	9.6	7.4	7.0	8.3
10 to 24 years	8.1	8.6	8.5	9.2	7.6	10.4	8.0	6.4	6.7	6.4	6.0	6.2	5.7
25 to 29 years	6.6	6.8	7.0	7.0	6.9	6.3	6.1	6.1	5.9	6.1	6.1	6.3	5.6
30 to 34 years	5.6	5.6	5.7	5.5	6.0	5.2	5.3	5.6	5.2	5.7	6.7	6.9	6.1
35 to 39 years	5.5	5.4	5.5	5.2	6.0	5.0	5.1	5.5	5.0	5.6	7.0	7.2	6.4
40 to 44 years	5.9	5.9	6.1	5.7	6.5	5.4	5.5	5.8	5.5	5.8	6.5	6.6	6.1
45 to 49 years	6.0	6.1	6.2	5.9	6.5	5.5	5.5	5.7	5.5	5.7	6.1	6.2	5.8
50 to 54 years	5.5	5.5	5.6	5.6	5.6	5.1	5.3	5.4	5.5	5.4	5.4	5.5	5.1
55 to 59 years	4.9	4.9	4.9	5.1	4.6	4.7	4.9	5.0	5.2	5.0	4.7	4.8	4.5
60 to 64 years	4.2	4.2	4.1	4.5	3.7	4.2	4.5	4.4	4.9	4.3	4.0	4.1	3.8
65 to 69 years	3.4	3.4	3.3	3.7	2.8	3.6	3.9	3.6	4.3	3.5	3.5	3.5	3.4
70 to 74 years	2.7	2.7	2.6	2.9	2.1	2.9	3.2	2.7	3.6	2.6	2.6	2.6	2.6
75 to 79 years	1.9	1.9	1.8	2.0	1.5	2.1	2.4	1.9	2.7	1.8	1.7	1.7	1.8
80 to 84 years	1.1	1.1	1.0	1.2	.9	1.3	1.5	1.1	1.7	1.0	.9	.9	.9
85 years and over	.7	.7	.7	.8	.6	.9	1.1	.8	1.2	.7	.5	.5	.6
Under 18 years	34.3	33.3	33.5	31.8	35.4	32.3	33.6	36.8	33.9	37.2	35.8	34.4	39.0
62 years and over	12.3	12.2	11.7	13.3	9.9	13.2	13.8	12.6	16.4	12.1	11.6	11.6	11.6
65 years and over	9.9	9.8	9.4	10.7	7.8	10.8	12.2	10.1	13.6	9.6	9.2	9.2	9.3

TABLE 52.—AGE BY RACE AND SEX, FOR URBAN AND RURAL RESIDENCE: 1970 AND 1960—Continued

[For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text]

United States size of place, 1970	1970										1960		
		Urban						Rural					
			Urbanized areas			Other places of—							
	Total	Total	Total	Central cities	Urban fringe	10,000 or more	2,500 to 10,000	Total	Places of 1,000 to 2,500	Other rural	Total	Urban	Rural
MALES PER 100 FEMALES													
All ages	94.8	93.0	92.9	90.7	95.4	94.0	93.0	100.1	92.7	101.2	97.1	94.1	104.3
Under 1 year	104.1	104.1	104.1	103.9	104.4	104.1	104.4	104.1	103.4	104.2	103.4	103.3	103.5
1 year	104.0	103.8	103.8	103.4	104.3	103.2	104.3	104.5	105.1	104.4	103.2	103.0	103.7
2 years	104.2	104.0	104.0	103.6	104.4	103.9	103.7	104.8	104.6	104.8	103.5	103.3	103.8
3 years	103.8	103.5	103.5	103.1	104.0	103.1	103.2	104.6	104.0	104.6	103.3	102.9	104.2
4 years	104.0	103.7	103.6	103.1	104.1	104.1	103.8	104.7	104.1	104.8	103.6	103.3	104.4
5 years	103.8	103.4	103.4	102.9	104.0	103.3	102.9	104.9	104.4	104.9	103.6	103.1	104.6
6 years	103.8	103.4	103.5	102.6	104.4	103.1	103.2	104.8	103.4	105.0	103.1	102.6	104.2
7 years	103.8	103.4	103.5	102.7	104.3	103.3	102.3	105.0	102.8	105.2	103.3	102.7	104.6
8 years	104.0	103.5	103.6	103.0	104.1	103.3	103.1	105.1	103.1	105.4	103.6	102.8	105.4
9 years	104.1	103.6	103.7	103.1	104.3	103.0	103.1	105.3	102.4	105.6	103.7	102.7	105.6
10 years	104.0	103.2	103.2	102.5	104.0	103.0	103.6	106.0	103.8	106.3	103.5	102.6	105.5
11 years	103.7	102.9	102.8	102.1	103.6	103.1	103.1	105.7	102.7	106.1	103.4	102.2	105.6
12 years	104.0	103.2	103.3	102.5	104.0	102.7	103.4	106.0	102.6	106.4	103.5	102.2	106.3
13 years	103.8	102.7	102.7	101.9	103.5	103.4	102.6	106.2	102.3	106.7	103.3	101.9	106.0
14 years	103.7	102.6	102.7	101.7	103.7	102.2	102.3	106.5	103.3	106.9	102.9	100.9	106.6
15 years	104.0	102.5	102.5	101.7	103.3	102.1	103.2	107.5	102.3	108.2	102.9	100.3	107.7
16 years	103.6	101.9	101.9	100.5	103.4	101.4	101.9	108.0	102.4	108.8	102.5	99.3	108.6
17 years	103.4	101.8	101.5	99.7	103.4	103.8	102.4	107.5	101.6	108.3	101.7	96.6	112.0
18 years	101.1	98.0	97.5	93.8	102.3	99.1	100.8	110.9	102.7	112.1	99.5	89.7	124.4
19 years	98.0	96.2	93.2	89.0	99.4	106.5	103.7	105.1	96.2	106.4	96.1	85.0	128.0
20 years	92.9	92.2	88.0	84.5	93.4	106.9	103.3	95.7	91.4	96.4	94.6	84.9	123.0
21 years and over	89.8	87.7	87.7	85.5	90.5	88.2	87.0	96.4	87.0	97.9	93.6	90.3	102.2
Under 5 years	104.0	103.8	103.8	103.4	104.2	103.7	103.9	104.5	104.2	104.6	103.4	103.1	103.9
5 to 9 years	103.9	103.4	103.5	102.9	104.2	103.2	102.9	105.0	103.2	105.2	103.4	102.8	104.9
10 to 14 years	103.8	102.9	102.9	102.1	103.7	102.9	103.0	106.1	103.0	106.5	103.3	102.0	106.0
15 to 19 years	102.1	100.0	99.3	96.7	102.5	102.6	102.4	107.9	101.3	108.8	100.7	94.3	114.7
20 to 24 years	93.7	93.1	89.5	88.2	91.3	109.7	103.0	95.6	93.7	95.9	95.4	89.0	113.5
25 to 29 years	96.6	96.6	95.7	96.9	94.4	102.5	97.7	96.7	96.3	96.7	96.3	95.7	98.0

30 to 34 years	95.9	95.4	95.3	95.4	95.1	95.9	95.7	97.4	96.0	97.6	95.8	94.7	98.
35 to 39 years	95.0	94.2	94.4	92.9	95.8	94.0	93.5	97.3	93.5	97.8	95.0	93.7	98.
40 to 44 years	94.4	92.7	92.8	90.4	95.4	91.3	92.6	99.6	93.7	100.4	95.8	93.7	101.4
45 to 49 years	93.4	91.8	92.0	89.1	95.2	90.6	91.2	98.3	92.4	99.2	97.0	93.9	105.2
50 to 54 years	92.9	91.0	91.4	87.4	96.2	89.3	89.5	98.5	89.5	99.9	97.2	93.7	106.5
55 to 59 years	91.5	88.5	89.1	85.3	94.3	85.7	86.7	100.2	88.7	102.1	95.9	92.2	105.9
60 to 64 years	87.7	83.7	84.5	81.6	88.9	80.3	81.4	99.1	84.5	101.7	91.3	87.0	102.9
65 to 69 years	80.7	75.3	75.7	73.8	78.8	72.6	75.3	96.5	78.7	100.0	88.1	82.5	103.7
70 to 74 years	74.0	68.2	68.3	67.3	70.0	66.7	69.4	91.8	73.1	96.0	85.6	78.7	103.7
75 to 79 years	68.6	63.2	63.3	62.7	64.3	61.1	64.7	85.7	68.3	89.9	80.2	72.6	99.6
80 to 84 years	62.2	57.0	56.8	56.7	57.0	55.4	59.9	78.2	63.4	82.2	72.7	64.7	92.7
85 years and over	56.0	51.5	51.5	51.5	51.5	49.7	53.3	69.7	57.8	72.9	63.9	56.6	81.9
Under 18 years	103.9	103.2	103.2	102.4	103.9	103.1	103.1	105.7	103.2	106.0	103.3	102.2	105.5
62 years and over	74.9	69.7	70.1	68.7	72.4	66.9	69.6	90.8	73.1	94.6	84.5	78.4	100.6
65 years and over	72.2	66.8	67.1	66.0	68.8	64.4	67.5	88.8	71.0	92.8	82.8	76.2	100.1
WHITE POPULATION													
Both sexes													
All ages	177,748,975	128,773,240	100,951,502	49,546,571	51,404,931	14,838,815	12,983,220	48,975,735	6,139,580	42,836,155	158,831,732	110,428,332	48,403,400
Under 1 year	2,935,089	2,121,732	1,655,862	806,671	849,191	248,453	217,417	813,357	100,592	712,765	3,498,211	2,432,416	1,065,795
1 year	2,851,928	2,045,337	1,600,459	756,551	843,908	235,279	209,599	806,591	98,308	708,283	3,504,621	2,425,452	1,079,169
2 years	2,762,530	1,971,617	1,548,383	719,937	828,446	222,494	200,740	790,913	93,837	697,076	3,505,733	2,412,517	1,093,216
3 years	2,872,719	2,036,570	1,603,466	731,305	872,161	226,522	206,582	836,149	97,363	738,786	3,435,586	2,346,365	1,089,221
4 years	3,000,874	2,119,087	1,670,596	751,616	918,980	234,543	213,948	881,787	101,442	780,345	3,414,401	2,321,817	1,092,584
5 years	3,208,463	2,254,526	1,772,488	787,382	985,106	250,314	231,724	953,937	109,426	844,511	3,389,585	2,294,133	1,095,452
6 years	3,338,213	2,340,574	1,840,452	808,413	1,032,039	260,776	239,346	997,639	113,985	883,654	3,284,884	2,215,510	1,069,374
7 years	3,394,875	2,372,178	1,863,572	815,755	1,047,817	263,959	244,647	1,022,697	116,434	906,263	3,263,270	2,192,339	1,070,931
8 years	3,444,037	2,405,701	1,891,836	819,511	1,072,325	266,954	246,911	1,038,336	118,024	920,312	3,154,029	2,106,804	1,047,225
9 years	3,511,838	2,451,528	1,930,928	836,251	1,094,677	269,733	250,867	1,060,310	119,656	940,654	2,995,774	1,992,666	1,003,108
10 years	3,624,787	2,523,564	1,982,901	860,258	1,122,643	279,591	261,072	1,101,223	123,570	977,653	3,004,268	1,986,530	1,017,738
11 years	3,512,236	2,449,019	1,930,255	832,547	1,097,708	268,290	250,474	1,063,217	119,199	944,018	3,012,363	1,986,529	1,025,834
12 years	3,563,400	2,483,078	1,955,275	846,759	1,108,516	273,479	254,324	1,080,322	121,755	958,567	3,133,082	2,069,879	1,063,204
13 years	3,495,074	2,431,521	1,912,037	833,638	1,078,399	269,194	250,290	1,063,553	120,109	943,444	3,103,660	2,050,376	1,053,284
14 years	3,485,620	2,422,396	1,901,694	838,461	1,063,233	270,185	250,517	1,063,224	121,043	942,181	2,385,519	1,540,457	845,062
15 years	3,440,465	2,392,780	1,878,059	834,601	1,043,458	266,591	248,130	1,047,685	120,932	926,753	2,408,133	1,541,120	867,013
16 years	3,332,604	2,322,800	1,819,808	819,494	1,000,314	261,360	241,632	1,009,804	117,780	892,024	2,460,188	1,580,450	879,738
17 years	3,287,148	2,311,325	1,803,490	827,002	976,448	266,972	240,863	975,823	115,813	860,010	2,525,118	1,646,738	878,380
18 years	3,247,187	2,426,718	1,795,395	916,324	879,071	372,575	258,748	820,469	102,232	718,237	2,221,444	1,521,453	699,991
19 years	3,062,956	2,396,733	1,739,331	942,134	797,197	407,465	249,937	666,223	86,730	579,493	1,993,346	1,402,342	591,004
20 years	3,006,088	2,375,826	1,745,491	963,424	782,067	393,458	236,877	630,262	83,740	546,522	1,921,200	1,363,159	558,041
21 years and over	109,370,844	80,118,630	63,109,724	32,198,537	30,911,187	9,030,331	7,978,575	29,252,214	3,837,610	25,414,604	97,217,317	68,999,281	28,218,036
Under 5 years	14,423,140	10,294,343	8,076,766	3,766,080	4,312,686	1,167,291	1,048,286	4,128,797	491,542	3,637,255	17,358,552	11,938,567	5,419,985
5 to 9 years	16,897,426	11,824,507	9,299,276	4,067,312	5,231,964	1,311,736	1,213,495	5,072,919	577,525	4,495,394	16,087,542	10,801,452	5,286,090
10 to 14 years	17,681,117	12,309,578	9,682,162	4,211,663	5,470 499,	1,360,739	1,266,677	5,371,539	605,676	4,765,863	14,638,892	9,633,770	5,005,122
15 to 19 years	16,370,360	11,850,356	9,036,083	4,339,555	4,696,528	1,574,963	1,239,310	4,520,004	543,487	3,976,517	11,608,229	7,692,103	3,916,126

TABLE 52.—AGE BY RACE AND SEX, FOR URBAN AND RURAL RESIDENCE: 1970 AND 1960—Continued

[For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text]

United States size of place, 1970	1970										1960		
		Urban						Rural					
			Urbanized areas			Other places of—							
	Total	Total	Total	Central cities	Urban fringe	10,000 or more	2,500 to 10,000	Total	Places of 1,000 to 2,500	Other rural	Total	Urban	Rural
WHITE POPULATION													
Both sexes													
25 to 29 years	11,811,914	8,785,164	7,039,320	3,480,616	3,558,704	949,965	795,879	3,026,750	363,130	2,663,620	9,555,585	6,819,797	2,735,784
30 to 34 years	9,967,437	7,150,792	5,695,897	2,629,620	3,066,277	766,962	687,933	2,816,645	320,844	2,495,801	10,588,830	7,564,916	3,023,914
35 to 39 years	9,720,869	6,964,948	5,551,222	2,493,180	3,058,042	742,087	671,639	2,755,921	321,276	2,443,645	11,140,841	8,983,807	3,157,035
40 to 44 years	10,606,832	7,725,377	6,193,484	2,820,043	3,373,441	803,033	723,860	2,881,455	430,964	2,540,491	10,423,020	7,411,845	3,011,179
45 to 49 years	10,844,642	7,990,624	6,427,900	3,033,862	3,394,038	832,041	730,683	2,854,018	345,834	2,508,184	9,785,162	6,925,123	2,860,031
50 to 54 years	10,001,857	7,303,839	5,832,367	2,908,081	2,924,286	775,707	695,765	2,698,018	340,696	2,357,322	8,693,528	6,164,717	2,528,818
55 to 59 years	9,006,502	6,508,793	5,148,748	2,744,963	2,403,785	708,128	651,917	2,497,709	327,010	2,170,699	7,626,211	5,414,713	2,211,496
60 to 64 years	7,804,710	5,601,032	4,364,176	2,451,280	1,912,896	639,351	597,505	2,203,678	306,261	1,897,417	6,550,673	4,656,907	1,893,761
65 to 69 years	6,299,054	4,519,584	3,469,985	2,022,313	1,447,672	533,542	516,057	1,799,470	266,436	1,513,034	5,739,294	4,042,353	1,696,874
70 to 74 years	4,982,083	3,627,023	2,759,849	1,637,188	1,122,661	437,992	429,182	1,355,060	225,591	1,129,469	4,391,042	3,076,118	1,314,926
75 to 79 years	3,552,571	2,601,761	1,949,214	1,169,115	708,099	326,096	326,451	950,810	173,134	777,676	2,835,318	1,955,502	879,816
80 to 84 years	2,119,822	1,554,198	1,143,720	688,727	454,933	204,196	206,282	565,624	110,897	454,727	1,480,689	1,012,980	467,709
85 years and over	1,376,812	1,006,778	726,682	432,551	294,131	139,259	140,837	370,034	75,621	294,413	857,615	585,386	272,229
Under 18 years	59,061,900	41,455,333	32,561,561	14,526,152	18,035,409	4,634,689	4,259,083	17,606,567	2,029,268	15,577,299	55,478,425	37,142,097	18,336,328
62 years and over	22,800,190	16,511,541	12,536,201	7,357,529	5,178,672	2,009,642	1,965,698	6,288,649	1,030,192	5,258,457	19,234,292	13,466,483	5,767,809
65 years and over	18,330,342	13,309,344	10,049,450	5,949,894	4,099,556	1,641,085	1,618,809	5,020,998	851,679	4,169,319	15,303,888	10,672,329	4,631,549
Median age	28.9	29.0	29.1	30.5	27.9	27.3	29.3	28.7	31.2	28.4	30.3	31.0	28.4
Male													
All ages	86,720,987	62,210,243	48,751,475	23,642,304	25,109,371	7,196,050	6,262,718	24,510,744	2,954,445	21,556,299	78,367,149	53,631,145	24,736,004
Under 1 year	1,501,250	1,085,438	847,159	412,883	434,276	126,924	111,355	415,812	51,269	364,543	1,784,033	1,239,933	544,100
1 year	1,458,143	1,045,135	817,804	386,422	431,382	119,952	107,379	413,008	50,419	362,589	1,785,112	1,234,366	550,746
2 years	1,414,274	1,008,585	792,370	368,546	423,824	113,595	102,620	405,689	48,102	357,387	1,786,979	1,228,785	558,194
3 years	1,466,847	1,038,489	818,107	373,036	445,071	115,284	105,098	428,358	49,735	378,623	1,750,963	1,193,505	557,458
4 years	1,533,819	1,081,738	852,704	383,482	469,222	119,921	109,113	452,081	51,836	400,245	1,742,094	1,182,981	559,113

5 years	1,638,441	1,149,075	903,974	401,153	502,821	127,420	117,681	489,366	55,916	433,450	1,729,558	1,168,049	561,509
6 years	1,704,717	1,193,234	938,534	411,196	527,338	132,881	121,819	511,483	58,165	453,318	1,671,880	1,124,526	547,354
7 years	1,734,099	1,209,290	950,814	415,431	535,383	134,426	124,050	524,809	59,059	465,750	1,662,702	1,113,695	549,007
8 years	1,760,037	1,226,857	965,394	417,687	547,707	135,921	125,542	533,180	60,070	473,110	1,609,106	1,070,459	538,647
9 years	1,795,799	1,250,861	986,151	426,918	559,233	137,170	127,540	544,938	60,677	484,261	1,528,911	1,012,744	516,167
10 years	1,853,786	1,285,714	1,010,589	437,693	572,896	142,213	132,912	568,072	63,024	505,048	1,531,758	1,008,445	523,313
11 years	1,793,731	1,246,256	982,269	423,071	559,198	136,569	127,418	547,475	60,557	486,918	1,534,396	1,006,568	527,828
12 years	1,821,354	1,264,665	996,358	430,872	565,486	138,824	129,483	556,689	61,684	495,005	1,597,038	1,048,570	548,468
13 years	1,785,238	1,236,275	972,064	422,877	549,197	137,288	136,923	548,963	60,884	488,079	1,580,542	1,037,384	543,158
14 years	1,779,616	1,230,611	966,853	425,067	541,786	136,765	126,993	549,005	61,557	487,448	1,212,839	776,112	436,727
15 years	1,758,578	1,215,283	954,117	423,477	530,640	134,968	126,198	543,295	61,228	482,067	1,224,164	774,214	449,950
16 years	1,700,014	1,175,888	921,709	413,050	508,659	132,019	122,160	524,126	59,579	464,547	1,248,003	789,491	458,512
17 years	1,675,393	1,170,303	912,059	415,530	496,529	136,141	122,103	505,090	58,293	446,797	1,275,695	810,694	465,001
18 years	1,636,643	1,205,078	890,028	445,628	444,400	185,116	139,934	431,565	51,692	379,873	1,109,762	720,247	389,515
19 years	1,520,642	1,180,039	843,711	447,496	396,215	209,356	126,972	340,603	42,463	298,140	979,469	646,585	332,884
20 years	1,451,545	1,144,986	822,844	447,025	375,819	202,247	119,895	306,559	39,858	266,701	937,989	629,975	308,014
21 years and over	51,937,021	37,566,443	29,605,863	14,913,564	14,692,299	4,241,050	3,719,530	14,370,578	1,788,378	12,582,200	47,084,156	32,813,817	14,270,339
Under 5 years	7,374,333	5,259,385	4,128,144	1,924,369	2,203,775	595,676	535,565	2,114,948	251,361	1,863,587	8,849,181	6,079,570	2,769,611
5 to 9 years	8,633,093	6,029,317	4,744,867	2,072,385	2,672,482	667,818	616,632	2,603,776	293,887	2,309,889	8,202,157	5,489,473	2,712,684
10 to 14 years	9,033,725	6,263,521	4,928,133	2,139,580	2,788,553	691,659	643,729	2,770,204	307,706	2,462,498	7,456,573	4,877,079	2,579,494
15 to 19 years	8.291,270	5,946,591	4,521,624	2,145,181	2,376,443	797,600	627,367	2,344,679	273,255	2,071,424	5,837,093	3,741,231	2,095,862
20 to 24 years	6,940,820	5,419,236	4,076,589	2,217,505	1,859,084	815,154	527,493	1,521,584	199,472	1,322,112	4,645,822	3,201,707	1,444,115
25 to 29 years	5,849,792	4,364,070	3,485,694	1,752,582	1,733,112	483,380	394,996	1,485,722	178,865	1,306,857	4,721,783	3,368,719	1,353,064
30 to 34 years	4,925,069	3,532,476	2,815,741	1,316,333	1,499,408	378,305	338,430	1,392,593	157,839	1,234,754	5,218,188	3,712,974	1,505,214
35 to 39 years	4,784,375	3,420,126	2,730,747	1,228,933	1,501,814	362,630	326,749	1,364,249	151,801	1,212,448	5,446,833	3,878,152	1,568,681
40 to 44 years	5.194,497	3,749,500	3,009,843	1,358,292	1,651,551	388,879	350,778	1,444,997	165,964	1,279,033	5,117,038	3,598,192	1,518,846
45 to 49 years	5.257,619	3,838,501	3,091,108	1,434,105	1,657,003	397,254	350,139	1,419,118	166,702	1,252,416	4,828,179	3,359,296	1,468,883
50 to 54 years	4,832,555	3,490,890	2,793,950	1,358,607	1,435,343	367,286	329,654	1,341,665	161,349	1,180,316	4,286,023	2,980,913	1,305,110
55 to 59 years	4,310,921	3,059,691	2,429,014	1,262,002	1,167,012	327,349	303,328	1,251,230	153,731	1,097,499	3,728,599	2,591,220	1,137,379
60 to 64 years	3,647,243	2,549,784	1,996,796	1,096,989	899,807	284,786	268,202	1,097,459	140,164	957,295	3,121,664	2,160,339	961,325
65 to 69 years	2,807,974	1,932,881	1,487,184	850,919	635,265	224,123	221,574	875,093	117,012	758,081	2,684,132	1,821,374	862,758
70 to 74 years	2,107,552	1,459,349	1,109,993	648,986	461,007	174,038	175,318	648,203	95,056	553,147	2,018,350	1,349,130	669,220
75 to 79 years	1,437,628	1,000,033	749,717	445,306	304,411	122,697	127,619	437,595	70,062	367,533	1,255,281	817,568	437,713
80 to 84 years	805,564	558,290	409,441	245,924	163,517	72,118	76,731	247,274	42,808	204,466	619,338	395,018	224,320
85 years and over	486,957	336,602	242,890	144,106	98,784	45,298	48,414	150,355	27,411	122,944	330,915	209,190	121,725
Under 18 years	30,175,136	21,113,697	16,589,029	7,388,391	9,200,638	2,358,281	2,166,387	9,061,439	1,032,054	8,029,385	28,255,773	18,820,521	9,435,252
62 years and over	9,722,155	6,732,682	5,127,792	2,960,506	2,167,286	801,048	803,842	2,989,473	433,532	2,555,941	8,781,014	5,888,483	2,892,531
65 years and over	7,645,675	5.287,155	3,999,225	2,335,241	1,663,984	638,274	649,656	2,358,520	352,349	2,006,171	6,908,016	4,592,280	2,315,736
Median age	27.6	27.5	27.8	28.8	26.9	25.3	27.3	28.0	29.2	27.9	29.4	30.1	37.8

TABLE 52.—AGE BY RACE AND SEX, FOR URBAN AND RURAL RESIDENCE: 1970 AND 1960—Continued

[For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text]

United States size of place, 1970	1970										1960		
		Urban						Rural					
			Urbanized areas			Other places of—							
	Total	Total	Total	Central cities	Urban fringe	10,000 or more	2,500 to 10,000	Total	Places of 1,000 to 2,500	Other rural	Total	Urban	Rural
WHITE POPULATION—Cont.													
Female													
All ages	91, 027, 988	66, 562, 997	52, 200, 027	25, 904, 467	26, 295, 560	7, 642, 468	6, 720, 502	24, 464, 991	3, 185, 135	21, 279, 856	80, 464, 583	56, 797, 187	23, 667, 396
Under 1 year	1, 433, 839	1, 036, 294	808, 703	393, 788	414, 915	121, 529	106, 062	397, 545	49, 323	348, 222	1, 714, 178	1, 192, 483	521, 695
1 year	1, 393, 785	1, 000, 202	782, 655	370, 129	412, 526	115, 327	102, 220	393, 583	47, 889	345, 694	1, 719, 509	1, 191, 086	528, 423
2 years	1, 348, 256	963, 032	756, 013	351, 391	404, 622	108, 899	98, 120	385, 224	45, 735	339, 489	1, 718, 754	1, 183, 732	535, 022
3 years	1, 405, 872	998, 081	785, 359	358, 269	427, 090	111, 238	101, 484	407, 791	47, 628	360, 163	1, 684, 623	1, 152, 860	531, 763
4 years	1, 467, 055	1, 037, 349	817, 892	368, 134	449, 758	114, 622	104, 835	429, 706	49, 606	380, 100	1, 672, 307	1, 138, 836	533, 471
5 years	1, 570, 022	1, 105, 451	868, 514	386, 229	482, 285	122, 894	114, 043	464, 571	53, 510	411, 061	1, 660, 027	1, 126, 084	533, 943
6 years	1, 633, 496	1, 147, 340	901, 918	397, 217	504, 701	127, 895	117, 527	486, 156	55, 820	430, 336	1, 613, 004	1, 090, 984	522, 020
7 years	1, 660, 776	1, 162, 888	912, 758	400, 324	512, 434	129, 533	120, 597	497, 888	57, 375	440, 513	1, 600, 568	1, 078, 644	521, 924
8 years	1, 684, 000	1, 178, 844	926, 442	401, 824	524, 618	131, 033	121, 369	505, 156	57, 954	447, 202	1, 544, 923	1, 036, 345	508, 578
9 years	1, 716, 039	1, 200, 667	944, 777	409, 333	535, 444	132, 563	123, 327	515, 372	58, 979	456, 393	1, 466, 863	979, 922	486, 941
10 years	1, 771, 001	1, 237, 850	972, 312	422, 565	549, 747	137, 378	128, 160	533, 151	60, 546	472, 605	1, 472, 510	978, 085	494, 425
11 years	1, 718, 505	1, 202, 763	947, 986	409, 476	538, 510	131, 721	123, 056	515, 742	58, 642	457, 100	1, 477, 967	979, 961	498, 006
12 years	1, 742, 046	1, 218, 413	958, 917	415, 887	543, 030	134, 655	124, 841	523, 633	60, 071	463, 562	1, 536, 044	1, 021, 308	514, 736
13 years	1, 709, 836	1, 195, 246	939, 973	410, 761	529, 212	131, 906	123, 367	514, 590	59, 225	455, 365	1, 523, 118	1, 012, 992	510, 126
14 years	1, 706, 004	1, 191, 785	934, 841	413, 394	521, 447	133, 420	123, 524	514, 219	59, 486	454, 733	1, 172, 680	764, 345	408, 335
15 years	1, 681, 887	1, 177, 497	923, 942	411, 124	512, 818	131, 623	121, 932	504, 390	59, 704	444, 686	1, 183, 969	766, 906	417, 063
16 years	1, 632, 590	1, 146, 912	898, 099	406, 444	491, 655	129, 341	119, 472	485, 678	58, 201	427, 477	1, 212, 185	790, 959	421, 226
17 years	1, 611, 755	1, 141, 022	891, 431	411, 472	479, 959	130, 831	118, 760	470, 733	57, 520	413, 213	1, 249, 423	836, 044	413, 739
18 years	1, 610, 544	1, 221, 640	905, 367	470, 696	434, 671	187, 459	128, 814	388, 904	50, 540	338, 364	1, 111, 682	801, 206	310, 476
19 years	1, 542, 314	1, 216, 694	895, 620	494, 638	400, 982	198, 109	122, 965	325, 620	44, 267	281, 353	1, 013, 877	755, 757	258, 120
20 years	1, 554, 543	1, 230, 840	922, 647	516, 399	406, 248	191, 211	116, 982	323, 703	43, 882	279, 821	983, 211	733, 184	250, 027
21 years and over	57, 433, 823	42, 552, 187	33, 503, 861	17, 284, 973	16, 218, 888	4, 789, 281	4, 259, 045	14, 881, 636	2, 049, 232	12, 832, 404	50, 133, 161	36, 185, 464	13, 947, 697
Under 5 years	7, 048, 807	5, 034, 958	3, 950, 622	1, 841, 711	2, 108, 911	571, 615	512, 721	2, 013, 849	240, 181	1, 773, 668	8, 509, 371	5, 858, 997	2, 650, 376
5 to 9 years	8, 264, 333	5, 795, 190	4, 554, 409	1, 994, 927	2, 559, 482	613, 918	596, 863	2, 469, 143	283, 638	2, 185, 505	7, 885, 385	5, 311, 979	2, 573, 404
10 to 14 years	8, 647, 392	6, 046, 057	4, 754, 029	2, 072, 083	2, 681, 946	659, 080	622, 948	2, 601, 335	297, 970	2, 303, 365	7, 182, 319	4, 756, 691	2, 425, 628
15 to 19 years	8, 079, 090	5, 903, 765	4, 514, 459	2, 194, 374	2, 320, 085	777, 363	611, 943	2, 175, 325	270, 232	1, 905, 093	5, 771, 136	3, 950, 872	1, 820, 264
20 to 24 years	7, 341, 007	5, 735, 307	4, 476, 062	2, 432, 917	2, 043, 145	745, 276	513, 969	1, 605, 700	213, 184	1, 392, 516	4, 824, 957	3, 546, 569	1, 278, 388
25 to 29 years	5, 962, 122	4, 421, 094	3, 553, 626	1, 728, 034	1, 825, 592	466, 585	400, 883	1, 541, 028	184, 265	1, 356, 763	4, 833, 802	3, 451, 078	1, 382, 724
30 to 34 years	5, 042, 368	3, 618, 316	2, 880, 156	1, 313, 287	1, 566, 689	388, 657	349, 503	1, 424, 052	163, 005	1, 261, 047	5, 370, 642	3, 851, 942	1, 518, 700

35 to 39 years	4,936,494	3,544,822	2,820,475	1,264,247	1,556,228	379,457	344,890	1,391,672	160,475	1,231,197	5,694,008	4,105,655	1,588,353
40 to 44 years	5,412,335	3,975,877	3,183,641	1,461,751	1,721,890	419,154	373,082	1,436,458	175,000	1,261,458	5,305,982	3,813,653	1,492,329
45 to 49 years	5,587,023	4,152,123	3,336,792	1,599,757	1,737,035	434,787	380,544	1,434,900	179,132	1,255,768	4,956,983	3,565,827	1,391,156
50 to 54 years	5,169,302	3,812,949	3,038,417	1,549,474	1,488,943	408,421	366,111	1,356,353	179,347	1,177,006	4,407,505	3,183,804	1,223,701
55 to 59 years	4,695,581	3,449,102	2,719,734	1,482,961	1,236,773	380,779	348,589	1,246,479	173,279	1,073,200	3,897,612	2,823,493	1,074,119
60 to 64 years	4,157,467	3,051,248	2,367,380	1,354,291	1,013,089	354,565	329,303	1,106,219	166,097	940,122	3,429,009	2,496,568	932,441
65 to 69 years	3,491,080	2,586,703	1,982,801	1,171,394	811,407	309,419	294,483	904,377	149,424	754,953	3,055,092	2,220,979	834,113
70 to 74 years	2,874,531	2,167,674	1,649,856	988,202	661,654	263,954	253,864	706,857	130,535	576,322	2,372,692	1,726,988	645,704
75 to 79 years	2,114,943	1,601,728	1,199,497	723,809	475,688	203,399	198,832	513,215	103,072	410,143	1,580,037	1,137,934	442,103
80 to 84 years	1,314,258	995,908	734,279	442,803	291,476	132,078	129,551	318,350	68,089	250,261	861,351	617,962	243,389
85 years and over	889,855	670,176	483,792	288,445	195,347	93,961	92,423	219,679	48,210	171,469	526,700	376,196	150,504
Under 18 years	28,886,764	20,341,636	15,972,532	7,137,761	8,834,771	2,276,408	2,092,696	8,545,128	997,214	7,547,914	27,222,652	18,321,576	8,901,076
62 years and over	13,078,035	9,778,859	7,408,409	4,397,023	3,011,386	1,208,594	1,161,856	3,299,176	596,660	2,702,516	10,453,277	7,578,000	2,875,278
65 years and over	10,684,667	8,022,189	6,050,225	3,614,653	2,435,572	1,002,811	969,153	2,662,478	499,330	2,163,148	8,395,872	6,080,059	2,315,813
Median age	30.2	30.5	30.5	32.6	28.7	29.4	31.4	29.4	33.2	29.0	31.11	32.0	28.9
Female													
All ages	13,271,746	10,803,369	9,211,391	7,607,275	1,604,116	924,319	667,659	2,468,377	269,601	2,198,776	10,527,098	7,738,558	2,788,540
Under 1 year	273,523	221,384	188,254	154,880	33,374	19,197	13,933	52,139	5,670	46,469	307,862	220,740	87,122
1 year	261,954	211,391	179,492	147,386	32,106	18,455	13,444	50,563	5,308	45,255	301,389	217,716	83,673
2 years	263,321	211,841	180,169	148,285	31,884	18,175	13,497	51,480	5,398	46,082	295,670	212,407	83,263
3 years	271,910	218,130	185,948	152,739	33,209	18,706	13,476	53,771	5,685	48,086	290,384	207,214	83,170
4 years	289,332	231,936	198,108	162,716	35,392	19,697	14,131	57,396	5,966	51,430	286,496	204,045	82,451
5 years	300,051	239,269	203,793	166,741	37,052	20,395	15,081	60,782	6,133	54,649	282,139	198,762	83,377
6 years	305,816	243,497	206,862	169,347	37,515	21,220	15,415	62,319	6,521	55,798	267,726	186,747	80,979
7 years	307,864	244,826	208,207	170,345	37,862	20,831	15,788	63,038	6,413	56,625	262,139	182,053	80,086
8 years	302,694	240,769	204,979	167,142	37,837	20,563	15,227	61,925	6,416	55,509	247,181	171,516	75,665
9 years	306 993	243,592	207,698	169,795	37,903	20,615	15,279	63,401	6,432	56,969	242,842	167,061	75,781
10 years	327,734	258,937	220,020	179,882	40,138	22,533	16,384	68,797	6,835	61,962	237,874	162,599	75,275
11 years	307,141	242,790	206,272	168,572	37,700	21,107	15,411	64,651	6,525	58,126	229,815	156,228	73,587
12 years	[illegible]	242,036	205,645	168,123	37,523	20,861	15,529	66,356	6,508	59,848	219,894	147,707	72,187
13 years	303,321	236,961	200,545	163,823	36,722	20,861	15,555	66,360	6,631	59,729	201,886	132,707	69,179
14 years	304,451	236,566	199,635	163,567	36,068	20,829	16,102	67,885	6,734	61,151	177,415	113,331	64,084
15 years	293,504	226,698	191,153	157,096	34,057	20,254	15,291	66,806	6,585	60,221	174,581	111,546	63,035
16 years	277,443	213,401	179,197	147,460	31,737	19,593	14,611	64,042	6,228	57,814	168,831	109,773	59,058
17 years	268,681	207,202	174,021	143,483	30,538	18,825	14,356	61,479	5,967	55,512	169,305	111,035	58,270
18 years	262,351	208,572	173,997	143,553	30,444	20,398	14,177	53,779	5,207	48,572	155,699	106,961	48,738
19 years	255,432	209,454	176,415	146,696	29,719	19,878	13,161	45,978	4,663	41,315	146,030	104,828	41,202
20 years	255,170	212,468	180,921	151,040	29,881	19,065	12,482	42,702	4,335	38,367	144,143	107,409	36,734
21 years and over	7,224,377	6,001,649	5,140,059	4,264,604	875,455	502,261	359,329	1,222,728	143,441	1,079,287	5,717,797	4,406,173	1,311,624
Under 5 years	1,360,031	1,094,682	931,971	766,006	165,965	94,230	68,481	265,349	28,027	237,322	1,481,801	1,062,122	419,679
5 to 9 years	1,523,418	1,211,953	1,031,539	843,370	188,169	103,624	76,790	311,465	31,915	279,550	1,302,027	906,139	395,888
10 to 14 years	1,551,339	1,217,290	1,032,118	843,967	188,151	106,191	78,981	334,049	33,233	300,816	1,066,884	712,572	354,312
15 to 19 years	1,357,411	1,065,327	894,783	738,288	156,495	98,948	71,596	292,084	28,650	263,434	814,446	544,143	270,303
20 to 24 years	1,112,745	942,401	816,288	680,514	135,774	76,286	49,827	170,344	18,287	152,057	703,464	541,102	162,362

TABLE 52.—AGE BY RACE AND SEX, FOR URBAN AND RURAL RESIDENCE: 1970 AND 1960—Continued

[For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text]

United States size of lace, 1970	1970										1960		
		Urban						Rural					
			Urbanized areas			Other places of—							
	Total	Total	Total	Central cities	Urban fringe	10,000 or more	2,500 to 10,000	Total	Places of 1,000 to 2,500	Other rural	Total	Urban	Rural
WHITE POPULATION—Cont.													
Female—Continued													
25 to 29 years	893, 304	768, 958	678, 293	556, 735	121, 558	54, 345	36, 320	124, 346	14, 284	110, 062	702, 247	557, 989	144, 258
30 to 34 years	792, 278	676, 363	594, 303	482, 238	112, 065	48, 790	33, 270	115, 915	12, 723	103, 192	732, 320	586, 744	145, 576
35 to 39 years	757, 934	642, 984	561, 691	456, 450	105, 241	47, 890	33, 403	114, 950	12, 631	102, 319	707, 589	563, 373	144, 216
40 to 44 years	749, 806	630, 651	547, 627	450, 337	97, 290	49, 004	34, 020	119, 155	13, 397	105, 758	618, 380	484, 368	134, 012
45 to 49 years	677, 582	565, 198	488, 811	406, 511	82, 300	44, 963	31, 424	112, 384	12, 688	99, 696	565, 577	433, 891	130, 686
50 to 54 years	586, 800	481, 245	410, 012	344, 626	63, 386	41, 626	29, 607	105, 555	12, 377	93, 178	463, 620	353, 391	110, 229
55 to 59 years	511, 626	412, 518	344, 722	291, 760	52, 962	38, 869	28, 927	99, 108	11, 840	87, 268	405, 008	306, 286	98, 722
60 to 64 years	432, 345	344, 345	282, 918	240, 479	42, 439	34, 699	26, 728	88, 000	11, 074	76, 926	304, 124	225, 254	78, 870
65 to 69 years	378, 461	297, 250	239, 145	204, 118	35, 027	32, 824	25, 281	81, 211	10, 305	70, 906	271, 730	191, 950	79, 780
70 to 74 years	254, 300	198, 789	159, 130	135, 388	23, 742	21, 891	17, 768	55, 511	7, 437	48, 074	181, 024	127, 201	53, 823
75 to 79 years	159, 230	122, 169	96, 124	81, 371	14, 753	14, 284	11, 761	37, 061	5, 037	32, 024	114, 098	78, 869	35, 229
80 to 84 years	94, 469	71, 742	55, 743	46, 582	9, 161	8, 741	7, 258	22, 727	3, 101	19, 626	53, 483	36, 306	17, 177
85 years and over	78, 667	59, 504	46, 173	38, 535	7, 638	7, 114	6, 217	19, 163	2, 595	16, 568	40, 276	26, 858	13, 418
Under 18 years	5, 274, 416	4, 171, 226	3, 539, 999	2, 901, 382	638, 617	362, 717	268, 510	1, 103, 190	111, 955	991, 235	4, 363, 429	3, 013, 187	1, 350, 242
62 years and over	1, 213, 815	946, 859	757, 728	643, 326	114, 402	105, 270	83, 861	266, 956	34, 910	232, 046	843, 085	596, 336	246, 749
65 years and over	965, 127	749, 454	596, 315	505, 994	90, 321	84, 854	68, 285	215, 673	28, 475	1871, 98	660, 611	461, 184	199, 427
Median age	23. 8	24. 3	24. 4	24. 5	23. 8	23. 9	23. 8	20. 9	23. 5	20. 6	24. 3	25. 9	19. 2
NEGRO POPULATION													
Both Sexes													
All ages	22, 580, 289	18, 367, 318	15, 692, 685	13, 144, 798	2, 547, 887	1, 567, 639	1, 106, 994	4, 212, 971	420, 240	3, 792, 731	(1)	(1)	(1)
Under 1 year	487, 199	398, 555	340, 395	285, 642	54, 752	34, 092	24, 068	88, 644	9, 133	79, 511	(1)	(1)	(1)
1 year	466, 446	380, 151	324, 764	272, 133	52, 631	32, 314	23, 073	86, 295	8, 685	77, 610	(1)	(1)	(1)
1 years	469, 964	382, 425	326, 904	274, 732	52, 172	32, 436	23, 085	87, 539	8, 664	78, 875	(1)	(1)	(1)
3 years	487, 809	396, 131	339, 565	284, 313	55, 152	33, 102	23, 464	91, 678	9, 240	82, 438	(1)	(1)	(1)
4 years	521, 220	423, 113	363, 233	304, 050	59, 183	35, 164	24, 716	98, 107	9, 711	88, 396	(1)	(1)	(1)
5 years	540, 061	436, 183	373, 411	311, 762	61, 649	36, 416	26, 356	103, 878	10, 084	93, 794	(1)	(1)	(1)

6 years	550, 724	443, 889	379, 774	316, 721	63, 053	37, 433	26, 682	106, 835	10, 402	96, 433	(1)	(1)	(1)
7 years	555, 169	447, 021	382, 691	318, 608	64, 083	37, 127	27, 203	108, 148	10, 572	97, 576	(1)	(1)	(1)
8 years	546, 786	440, 243	377, 060	313, 635	63, 425	36, 790	26, 393	106, 543	10, 367	96, 176	(1)	(1)	(1)
9 years	554, 688	445, 918	382, 524	318, 226	64, 298	36, 753	26, 641	108, 770	10, 443	98, 327	(1)	(1)	(1)
10 years	593, 719	474, 382	404, 889	336, 941	67, 948	40, 475	29, 018	119, 337	11, 196	108, 141	(1)	(1)	(1)
11 years	554, 764	442, 508	377, 911	314, 146	63, 765	37, 691	26, 906	112, 256	10, 573	101, 683	(1)	(1)	(1)
12 years	560, 273	443, 907	378, 999	314, 764	64, 235	37, 546	27, 362	116, 366	10, 727	105, 639	(1)	(1)	(1)
13 years	548, 936	432, 213	367, 587	305, 166	62, 421	37, 224	27, 402	116, 723	10, 813	105, 910	(1)	(1)	(1)
14 years	552, 177	431, 382	365, 723	304, 301	61, 422	37, 523	28, 136	120, 795	11, 220	109, 575	(1)	(1)	(1)
15 years	531, 985	412, 430	349, 069	290, 676	58, 393	36, 206	27, 155	119, 555	10, 884	108, 671	(1)	(1)	(1)
16 years	502, 731	385, 696	325, 284	270, 839	54, 345	34, 774	25, 638	117, 035	10, 462	106, 573	(1)	(1)	(1)
17 years	483, 695	371, 360	312, 235	260, 049	52, 186	34, 010	25, 115	112, 335	10, 085	102, 250	(1)	(1)	(1)
18 years	463, 572	364, 105	303, 086	251, 381	51, 705	36, 147	24, 872	99, 467	9, [illegible]	90, 479	(1)	(1)	(1)
19 years	441, 062	357, 017	296, 514	245, 193	51, 321	36, 783	23, 720	84, 045	7, 788	76, 257	(1)	(1)	(1)
20 years	424, 258	348, 833	290, 762	240, 585	50, 167	35, 458	22, 613	75, 425	7, 049	68, 376	(1)	(1)	(1)
21 years and over	11, 743, 051	9, 709, 856	8, 330, 305	7, 010, 924	1, 319, 381	812, 175	567, 376	2, 033, 195	213, 154	1, 820, 041	(1)	(1)	(1)
Under 5 years	2, 432, 638	1, 980, 375	1, 694, 861	1, 420, 871	273, 990	167, 108	118, 406	452, 263	45, 433	406, 830	(1)	(1)	(1)
5 to 9 years	2, 747, 428	2, 213, 254	1, 895, 460	1, 578, 952	316, 508	184, 519	133, 275	534, 174	51, 868	482, 306	(1)	(1)	(1)
10 to 14 years	2, 809, 869	2, 224, 392	1, 895, 109	1, 575, 318	319, 791	190, 459	138, 824	585, 477	54, 529	530, 948	(1)	(1)	(1)
15 to 19 years	2, 423, 045	1, 890, 608	1, 586, 188	1, 318, 138	268, 050	177, 920	126, 500	532, 437	48, 207	484, 230	(1)	(1)	(1)
20 to 24 years	1, 814, 220	1, 517, 210	1, 294, 013	1, 079, 523	214, 490	136, 616	86, 581	297, 010	28, 802	268, 208	(1)	(1)	(2)
25 to 29 years	1, 428, 257	1, 221, 719	1, 077, 789	902, 232	175, 557	87, 086	56, 844	206, 538	20, 511	186, 027	(1)	(1)	(1)
30 to 34 years	1, 252, 935	1, 068, 931	943, 309	782, 854	160, 455	75, 201	50, 421	184, 004	17, 983	166, 021	(1)	(1)	(1)
35 to 39 years	1, 195, 727	1, 017, 004	893, 778	744, 068	149, 710	73, 202	50, 024	178, 723	17, 468	161, 255	(1)	(1)	(1)
40 to 44 years	1, 197, 865	1, 009, 661	884, 034	742, 378	141, 656	75, 015	50, 612	188, 204	18, 860	169, 344	(1)	(1)	(1)
45 to 49 years	1, 122, 779	939, 708	818, 190	690, 851	127, 339	72, 444	49, 074	183, 071	18. 536	164, 535	(1)	(1)	(1)
50 to 54 years	989, 467	811, 164	694, 317	588, 332	105, 985	69, 038	47, 809	178, 303	18, 700	159, 603	(1)	(1)	(1)
55 to 59 years	873, 528	701, 278	588, 580	500, 943	87, 637	65, 289	47, 409	172, 250	18, 508	153, 742	(1)	(1)	(1)
60 to 64 years	733, 777	580, 088	478, 530	408, 559	69, 971	57, 834	43, 724	153, 689	17, 256	136, 433	(1)	(1)	(1)
65 to 69 years	626, 917	487, 005	393, 400	337, 157	56, 243	53, 184	40, 421	139, 912	16, 243	123, 669	(1)	(1)	(1)
70 to 74 years	415, 903	320, 100	256, 500	220, 339	36, 161	35, 636	27, 964	95, 803	11, 430	84, 373	(1)	(1)	(1)
75 to 79 years	254, 487	191, 150	149, 657	128, 190	21, 467	22, 875	18, 618	63, 337	7, 563	55, 774	(1)	(1)	(1)
80 to 84 years	144, 063	106, 650	81, 949	69, 459	12, 490	13, 452	11, 249	37, 413	4, 577	32, 836	(1)	(1)	(1)
85 years and over	117, 384	87, 021	67, 021	56, 634	10, 387	10, 761	9, 239	30, 363	3, 766	26, 597	(1)	(1)	(1)
Under 18 years	9, 508, 346	7, 587, 507	6, 472, 018	5, 396, 705	1, 075, 313	647, 076	468, 413	1, 920, 839	183, 261	1, 737, 578	(1)	(1)	(1)
62 years and over	1, 978, 925	1, 522, 550	1, 219, 824	1, 043, 547	176, 277	169, 713	133, 013	456, 375	53, 706	402, 669	(1)	(1)	(1)
65 years and over	1, 558, 754	1, 191, 926	948, 527	811, 779	136, 748	135, 908	107, 491	366, 828	43, 579	323, 249	(1)	(1)	(1)
Median age	22. 4	22. 9	23. 0	23. 1	22. 2	22. 3	22. 1	20. 0	21. 8	19. 9	(1)	(1)	(1)
Male													
All ages	10, 748, 316	8, 657, 231	7, 384, 180	6, 151, 899	1, 232, 281	748, 323	524, 728	2, 091, 085	198, 947	1, 892, 138	(1)	(1)	(1)
Under 1 year	244, 504	199, 944	170, 862	143, 504	27, 358	17, 150	11, 932	44, 560	4, 549	40, 011	(1)	(1)	(1)
1 year	233, 632	190, 249	162, 781	136, 413	26, 368	15, 997	11, 471	43, 383	4, 386	38, 997	(1)	(1)	(1)
2 years	235, 078	191, 319	163, 668	137, 627	26, 041	16, 288	11, 363	43, 759	4, 291	39, 468	(1)	(1)	(1)

TABLE 52.—AGE BY RACE AND SEX, FOR URBAN AND RURAL RESIDENCE: 1970 AND 1960—Continued

[For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text]

United States size of place, 1970	1970										1960		
		Urban						Rural					
			Urbanized areas			Other places of—							
	Total	Total	Total	Central cities	Urban fringe	10,000 or more	2,500 to 10,000	Total	Places of 1,000 to 2,500	Other rural	Total	Urban	Rural
NEGRO POPULATION—Cont.													
Male—Continued													
3 years	244, 653	198, 587	170, 340	142, 497	27, 843	16, 536	11, 711	46, 066	4, 664	41, 402	(1)	(1)	(1)
4 years	261, 700	212, 420	182, 314	152, 410	29, 904	17, 631	12, 475	49, 280	4, 873	44, 407	(1)	(1)	(1)
5 years	270, 724	218, 513	187, 026	156, 219	30, 807	18, 265	13, 222	52, 211	5, 100	47, 111	(1)	(1)	(1)
6 years	276, 000	222, 202	190, 486	158, 597	31, 889	18, 472	13, 244	53, 798	5, 116	48, 682	(1)	(1)	(1)
7 years	278, 026	223, 664	191, 688	159, 331	32, 357	18, 546	13, 430	54, 362	5, 348	49, 014	(1)	(1)	(1)
8 years	274, 276	220, 487	188, 909	157, 128	31, 781	18, 438	13, 140	53, 789	5, 090	48, 699	(1)	(1)	(1)
9 years	278, 329	223, 512	191, 825	159, 244	32, 581	18, 367	13, 320	54, 817	5, 181	49, 636	(1)	(1)	(1)
10 years	297, 458	237, 260	202, 313	168, 310	34, 003	20, 225	14, 722	60, 198	5, 614	54, 584	(1)	(1)	(1)
11 years	277, 098	220, 340	188, 148	156, 160	31, 988	18, 794	13, 398	56, 758	5, 224	51, 534	(1)	(1)	(1)
12 years	281, 327	221, 993	189, 493	157, 136	32, 357	18, 742	13, 758	59, 334	5, 418	53, 916	(1)	(1)	(1)
13 years	274, 426	215, 118	182, 914	151, 760	31, 154	18, 456	13, 748	59, 308	5, 350	53, 958	(1)	(1)	(1)
14 years	276, 406	214, 616	181, 894	151, 210	30, 684	18, 777	13, 945	61, 790	5, 658	56, 132	(1)	(1)	(1)
15 years	266, 309	204, 775	173, 132	143, 777	29, 355	18, 051	13, 592	61, 534	5, 406	56, 128	(1)	(1)	(1)
16 years	252, 145	190, 885	160, 998	133, 480	27, 518	17, 089	12, 798	61, 260	5, 291	55, 969	(1)	(1)	(1)
17 years	241, 838	183, 063	153, 471	127, 066	26, 405	17, 071	12, 521	58, 775	5, 146	53, 629	(1)	(1)	(1)
18 years	228, 318	175, 915	145, 308	119, 278	26, 030	18, 156	12, 451	52, 403	4, 615	47, 788	(1)	(1)	(1)
19 years	212, 995	169, 135	137, 377	111, 009	26, 368	19, 504	12, 254	43, 860	3, 870	39, 990	(1)	(1)	(1)
20 years	198, 565	160, 218	129, 338	103, 860	25, 478	19, 051	11, 829	38, 347	3, 506	34, 841	(1)	(1)	(1)
21 years and over	5, 344, 509	4, 363, 016	3, 739, 895	3, 125, 883	614, 012	368, 717	254, 404	981, 493	95, 251	886, 242	(1)	(1)	(1)
Under 5 years	1, 219, 567	992, 519	849, 965	712, 451	137, 514	83, 602	58, 952	227, 048	22, 763	204, 285	(1)	(1)	(1)
5 to 9 years	1, 377, 355	1, 018, 378	949, 934	790, 519	159, 415	92, 088	66, 356	268, 977	25, 835	243, 142	(1)	(1)	(1)
10 to 14 years	1, 406, 715	1, 109, 327	944, 762	784, 576	160, 186	94, 994	69, 571	297, 388	27, 264	270, 124	(1)	(1)	(1)
15 to 19 years	1, 201, 605	923, 773	770, 286	634, 610	135, 676	89, 871	63, 616	277, 832	24, 328	253, 504	(1)	(1)	(1)
20 to 24 years	839, 848	687, 984	572, 152	467, 513	104, 639	71, 620	44, 212	151, 864	14, 112	137, 752	(1)	(1)	(1)
25 to 29 years	657, 544	553, 589	485, 366	404, 161	81, 205	41, 513	26, 710	103, 955	9, 436	94, 519	(1)	(1)	(1)
30 to 34 years	568, 086	479, 157	422, 050	348, 218	73, 832	34, 071	23, 036	88, 929	8, 208	80, 721	(1)	(1)	(1)
35 to 39 years	540, 539	456, 266	400, 756	330, 794	69, 962	32, 899	22, 611	84, 273	7, 755	76, 518	(1)	(1)	(1)
40 to 44 years	543, 737	455, 776	400, 663	334, 364	66, 299	32, 991	22, 122	87, 961	8, 261	79, 700	(1)	(1)	(1)
45 to 49 years	520, 095	433, 506	379, 213	318, 917	60, 296	32, 577	21, 716	86, 589	8, 200	78, 389	(1)	(1)	(1)
50 to 54 years	458, 526	372, 862	320, 299	270, 043	50, 256	31, 214	21, 349	85, 664	8, 295	77, 369	(1)	(1)	(1)
55 to 59 years	404, 704	320, 617	270, 385	229, 309	41, 076	29, 242	20, 990	84, 087	8, 369	75, 718	(1)	(1)	(1)

60 to 64 years	334, 425	260, 028	215, 745	183, 363	32, 382	25, 243	19, 040	74, 397	7, 547	66, 850	(1)	(1)	(1)
65 to 69 years	277, 117	210, 837	171, 724	146, 286	25, 438	22, 239	16, 874	66, 280	7, 110	59, 170	(1)	(1)	(1)
70 to 74 years	183, 822	138, 170	111, 427	95, 476	15, 951	15, 133	11, 610	45, 652	4, 882	40, 770	(1)	(1)	(1)
75 to 79 years	109, 959	79, 979	62, 561	53, 462	9, 099	9, 586	7, 832	29, 980	3, 195	26, 785	(1)	(1)	(1)
80 to 84 years	58, 674	41, 691	31, 819	26, 768	5, 051	5, 296	4, 576	16, 983	1, 868	15, 115	(1)	(1)	(1)
85 years and over	45, 998	32, 772	25, 073	21, 069	4, 004	4, 144	3, 355	13, 226	1, 519	11, 707	(1)	(1)	(1)
Under 18 years	4, 763, 929	3, 788, 947	3, 232, 262	2, 691, 869	540, 393	322, 895	233, 790	974, 982	91, 705	883, 277	(1)	(1)	(1)
62 years and over	865, 860	650, 531	524, 014	446, 253	77, 761	70, 967	55, 550	251, 329	23, 040	192, 289	(1)	(1)	(1)
65 years and over	675, 750	503, 449	402, 604	343, 061	59, 543	56, 398	44, 147	172, 121	18, 574	153, 547	(1)	(1)	(1)
Median age	21.0	21.4	21.5	21.6	21.1	20.9	20.4	19.5	19.9	19.5	(1)	(1)	(1)
Female													
All ages	11, 831, 973	9, 710, 087	8, 308, 505	6, 992, 899	1, 315, 606	819, 316	582, 266	2, 121, 886	221, 293	1, 900, 593	(1)	(1)	(1)
Under 1 year	242, 695	198, 611	169, 533	142, 139	27, 394	16, 942	12, 136	44, 084	4, 584	39, 500	(1)	(1)	(1)
1 year	232, 814	189, 902	161, 983	135, 720	26, 263	16, 317	11, 602	42, 912	4, 299	38, 613	(1)	(1)	(1)
2 years	234, 886	191, 106	163, 236	137, 105	26, 131	16, 148	11, 722	43, 780	4, 373	39, 407	(1)	(1)	(1)
3 years	243, 156	197, 544	169, 225	141, 816	27, 409	16, 566	11, 753	45, 612	4, 576	41, 036	(1)	(1)	(1)
4 years	259, 520	210, 693	180, 919	151, 640	29, 279	17, 533	12, 241	48, 827	4, 838	43, 989	(1)	(1)	(1)
5 years	269, 337	217, 670	186, 385	155, 543	30, 842	18, 151	13, 134	51, 667	4, 984	46, 683	(1)	(1)	(1)
6 years	274, 724	221, 687	189, 288	158, 124	31, 164	18, 961	13, 438	53, 037	5, 286	47, 751	(1)	(1)	(1)
7 years	277, 143	223, 357	191, 003	159, 277	31, 726	18, 581	13, 773	53, 786	5, 224	48, 562	(1)	(1)	(1)
8 years	272, 510	219, 756	188, 151	156, 507	31, 644	18, 352	13, 253	52, 754	5, 277	47, 477	(1)	(1)	(1)
9 years	276, 359	222, 406	190, 699	158, 982	31, 717	18, 386	13, 321	53, 953	5, 262	48, 691	(1)	(1)	(1)
10 years	296, 261	237, 122	202, 576	168, 631	33, 945	20, 250	14, 296	59, 139	5, 582	43, 557	(1)	(1)	(1)
11 years	277, 666	222, 168	189, 763	157, 986	31, 777	18, 897	13, 508	55, 498	5, 349	50, 149	(1)	(1)	(1)
12 years	278, 946	221, 914	189, 506	157, 628	31, 878	18, 804	13, 604	57, 032	5, 309	51, 723	(1)	(1)	(1)
13 years	274, 510	217, 095	184, 673	153, 406	31, 267	18, 768	13, 654	57, 415	5, 463	51, 952	(1)	(1)	(1)
14 years	275, 771	216, 766	183, 829	153, 091	30, 738	18, 746	14, 191	59, 005	5, 562	53, 443	(1)	(1)	(1)
15 years	265, 676	207, 655	175, 937	146, 899	29, 038	18, 155	13, 563	58, 021	5, 478	52, 543	(1)	(1)	(1)
16 years	250, 586	194, 811	164, 286	137, 359	26, 927	17, 685	12, 840	55, 775	5, 171	50, 604	(1)	(1)	(1)
17 years	241, 857	188, 297	158, 764	132, 983	25, 781	16, 939	12, 594	53, 560	4, 939	48, 621	(1)	(1)	(1)
18 years	235, 254	188, 190	157, 778	132, 103	25, 675	17, 991	12, 421	47, 064	4, 373	42, 691	(1)	(1)	(1)
19 years	228, 067	187, 882	159, 137	134, 184	24, 953	17, 279	11, 466	40, 185	3, 918	36, 267	(1)	(1)	(1)
20 years	225, 693	188, 615	161, 424	136, 735	24, 689	16, 407	10, 784	37, 078	3, 543	33, 535	(1)	(1)	(1)
21 years and over	6, 398, 542	5, 346, 840	4, 590, 410	3, 885, 041	705, 369	443, 458	312, 972	1, 051, 702	117, 903	933, 799	(1)	(1)	(1)
Under 5 years	1, 213, 071	987, 856	844, 896	708, 420	136, 476	83, 506	59, 454	225, 215	22, 670	202, 545	(1)	(1)	(1)
5 to 9 years	1, 370, 073	1, 101, 876	945, 526	788, 433	157, 093	92, 431	66, 919	265, 197	26, 033	239, 164	(1)	(1)	(1)
10 to 14 years	1, 403, 154	1, 115, 065	950, 347	790, 742	159, 605	95, 465	69, 253	288, 089	27, 265	260, 824	(1)	(1)	(1)
15 to 19 years	1, 221, 440	966, 835	815, 902	683, 528	132, 374	88, 049	62, 884	254, 605	23, 879	230, 726	(1)	(1)	(1)
20 to 24 years	974, 372	829, 226	721, 861	612, 010	109, 851	64, 996	42, 369	145, 146	14, 690	130, 456	(1)	(1)	(1)
25 to 29 years	770, 713	668, 130	592, 423	498, 071	94, 352	45, 573	30, 134	102, 583	11, 075	91, 508	(1)	(1)	(1)
30 to 34 years	684, 849	589, 774	521, 259	434, 636	86, 623	41, 130	27, 385	95, 075	9, 775	85, 300	(1)	(1)	(1)
35 to 39 years	655, 188	560, 738	493, 022	413, 274	79, 748	40, 303	27, 413	94, 450	9, 713	84, 737	(1)	(1)	(1)
40 to 44 years	654, 128	553, 885	483, 371	408, 014	75, 357	42, 024	28, 490	100, 243	10, 599	89, 644	(1)	(1)	(1)
45 to 49 years	602, 684	506, 202	438, 977	371, 934	67, 043	39, 867	27, 358	96, 482	10, 336	86, 146	(1)	(1)	(1)

TABLE 52.—AGE BY RACE AND SEX, FOR URBAN AND RURAL RESIDENCE: 1970 AND 1960—Continued

[For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text]

United States size of place, 1970	1970										1960		
		Urban						Rural					
			Urbanized areas			Other places of—							
	Total	Total	Total	Central cities	Urban fringe	10,000 or more	2,500 to 10,000	Total	Places of 1,000 to 2,500	Other rural	Total	Urban	Rural
NEGRO POPULATION—Cont.													
Female—Continued													
50 to 54 years	530, 941	438, 302	374, 018	318, 289	55, 729	37, 824	26, 460	92, 639	10, 405	82, 234	(1)	(1)	(1)
55 to 59 years	468, 824	380, 661	318, 195	271, 634	46, 561	36, 047	26, 419	88, 163	10, 139	78, 024	(1)	(1)	(1)
60 to 64 years	399, 352	320, 060	262, 785	225, 196	37, 589	32, 591	24, 684	79, 292	9, 709	69, 583	(1)	(1)	(1)
65 to 69 years	349, 800	276, 168	221, 676	190, 871	30, 805	30, 945	23, 547	73, 632	9, 133	64, 499	(1)	(1)	(1)
70 to 74 years	232, 081	181, 930	145, 073	124, 863	20, 210	20, 503	16, 354	50, 151	6, 548	43, 603	(1)	(1)	(1)
75 to 79 years	144, 528	111, 171	87, 096	74, 728	12, 368	13, 289	10, 786	33, 357	4, 368	28, 989	(1)	(1)	(1)
80 to 84 years	85, 389	64, 959	50, 130	42, 691	7, 439	8, 156	6, 673	20, 430	2, 709	17, 721	(1)	(1)	(1)
85 years and over	71, 386	54, 249	41, 948	35, 565	6, 383	6, 617	5, 684	17, 137	2, 247	14, 890	(1)	(1)	(1)
Under 18 years	4, 744, 417	3, 798, 560	3, 239, 756	2, 704, 836	534, 920	324, 181	234, 623	945, 857	91, 556	854, 301	(1)	(1)	(1)
62 years and over	1, 113, 065	872, 019	695, 810	597, 294	98, 516	98, 746	77, 463	241, 046	30, 666	210, 380	(1)	(1)	(1)
65 years and over	883, 184	688, 477	545, 923	468, 718	77, 205	79, 510	63, 044	194, 707	25, 005	169, 702	(1)	(1)	(1)
Median age	23. 6	24. 1	24. 1	24. 3	23. 3	23. 9	23. 8	21. 0	23. 7	20. 7	(1)	(1)	(1)

[1] Not available.

Mr. **Quie**. Right. There seems to be such a shift here. Those are just the undercounts though.

Mr. **Waksberg**. Yes.

Mr. **Quie**. Then when you go to table 7, you have such a drastic change in the black male in 1940, a percentage of the population of 16 percent?

Mr. **Waksberg**. No, this is again a percent of the population that we missed.

Mr. **Quie**. These are still undercounts.

Mr. **Waksberg**. Yes.

Mr. **Quie**. I see.

So we don't have again a percentage of the population?

Mr. **Waksberg**. No, but we will be glad to supply them to you.

Mr. **Quie**. When you look at the information in the decennial census, which is information secured by that 20 percent mail survey, have you judged the accuracy by county at all? Have you gone in and done a 100 percent survey in a county and compared it against the 20 percent sample in that county and any sample counties to compare your figures?

Mr. **Waksberg**. No, but we have made estimates of what the sampling error is likely to be for any size area, for counties, States, cities, school district, and so on, and our normal publications have tables which indicate the margin of error that is likely to occur for any of these sample statistics.

Mr. **Quie**. Do you have that information so we could have it in the record?

Mr. **Waksberg**. We will be glad to supply that.

[The information requested follows:]

Approximate standard error of estimated number of children age 5 to 17 years in poverty, 1970 census 20-percent sample

Estimated number:	*Standard error*
50	25
100	35
250	50
500	75
1,000	110
2,500	170
5,000	240
10,000	340
15,000	410
25,000	540
50,000	770
75,000	920
100,000	1,076

Note.—The chances are about 2 out of 3 that the difference (due to sampling variability) between the sample estimate and the figure that would have been obtained from a complete count is less than the standard error. The chances are 19 out of 20 that the difference is less than twice the standard error and 99 out of 100 that it is less than 2½ times the standard error.

Mr. **Quie**. Do you know from your recollection if a rural county of 14,000 people would have a lesser or a greater error than a metropolitan center city?

Mr. **Waksberg**. Well, it certainly would have. The larger the sample, the more accurate the statistics would be. So that a smaller county with a smaller sample size would have somewhat larger sampling errors.

Our feeling was that the size of the sample was large enough so that even for the small areas, the sampling errors were low enough to be tolerable and to be adequate for the purposes for which they were going to be used.

Mr. QUIE. Wouldn't it be the case that there would be more people hiding out that you would find in the center city than you would find on the farms?

Mr. WAKSBERG. No, we don't know whether this is true or not. There are things operated in both directions.

The Chairman indicated earlier that he believed that in rural areas there were good reasons for missing people because they were hard to locate. This is one reason why we occasionally miss people in rural areas. In central cities there are other reasons why we miss people.

We don't really know what the balance is.

Mr. FORD. Were you the people responsible for the question that was on the income tax return this year?

Mr. WAKSBERG. Yes. The question on residence?

Mr. FORD. Yes.

Mr. WAKSBERG. Yes.

Mr. FORD. What is that for?

Mr. WAKSBERG. This is to permit us to estimate in a better fashion than we have been able to before the population for counties, for large cities, and so on, some of which is necessary for the general revenue-sharing purposes.

We are experimenting and it seems to be successful with using information from the income tax returns, not the income data but simply the number of returns and the number of dependents, to make estimates of the changes in population for States, for counties, for cities, and so on.

One of the previous inadequacies——

Mr. FORD. But you have no way to check on the accuracy of that survey, do you?

Mr. WAKSBERG. We are doing experimental work to check on that. We have actually conducted special censuses in a number of areas and compared them to the estimates that we are making in this fashion.

Mr. FORD. But you have no way to take a sample of X number of people who have responded and then checked those individuals out to find out what the degree of accuracy in the information is.

Mr. WAKSBERG. No.

Mr. FORD. I suppose you are aware that in many urban areas a very large part of the population has not the foggiest notion of which county they live in.

Mr. WAKSBERG. We are doing some tests of that right now.

Mr. FORD. The ordinary citizen never is asked what county he lives in if he is around a big metropolitan area and he does not think in county terms. So again in some States when you ask about counties, you get a very high degree of accuracy.

In other settings in a metropolitan area that slops over a number of counties, you are going to get a very high degree of either blanks or mistaken information.

Mr. WAKSBERG. We know we have a high degree of blanks right now and we have a study going on also as to problems of accuracy of reporting on that. This is the first time the question was asked.

We obviously don't know very much about the accuracy of reporting but we are doing studies on that right now.

Mr. **Ford**. You sure stirred up a hornet's nest for us with that question, because individual communities put on advertising campaigns and all kinds of things were done to get people straightened out because they live in community A, get their mail from post office B, and the post office may be in one State, the community in another State, and the confusion was tremendous. I would be surprised if you got a very high percentage of the people from those areas who bothered to answer the question.

Mr. **Waksberg**. At present, to my recollection, adequate replies are in for of about two thirds of the cases.

Mr. **Ford**. That is the standard 1040 that had the question.

Mr. **Waksberg**. Yes.

Mr. **Ford**. Was that question also on the short form?

Mr. **Waksberg**. Yes, it was.

Mr. **Ford**. So it was on all tax returns?

Mr. **Waksberg**. Yes.

Mr. **Ford**. Do you have any idea yet from the information coming in what percentage of people answered the question?

Mr. **Waksberg**. About two-thirds.

Mr. **Ford**. I would be very much interested if you would give us, as soon as an estimate is available, any significant trend that is shown of the difference between one part of the country or the rural versus urban outcome of that questionnaire in terms of the percentage of people who answered, never mind how accurate it is.

Mr. **Waksberg**. It will probably take a few months until we complete the study but we will be glad to send you a copy of it when that is done.

Mr. **Lehman**. I would like to touch back again in regard to the accuracy of the British census which has one-fourth discrepancy of the U.S. census.

One thing they do in regard to school children is that when children become 11 years old, they give them a test to give them some idea as to what type of education they are entitled to for the next few years.

Perhaps that would make it somewhat more accurate in regard to a schoolchildren census but I don't anticipate anything like that happening in this country.

But another thing I was thinking about is in England, they license TV sets. This is rather humorous, but they have these electronic devices that go up and down the street and if anybody has a TV set that is not licensed, they disconnect them.

I don't know whether I would advise you to do this, but if you could count the television sets, you could pretty well count the people if you divided it by three.

Also, in an offhanded vain, have you ever considered any other measure of level of poverty other than dollars of income as far as a statistic? That would be something out of your jurisdiction?

Mr. **Waksburg**. Not to my knowledge. Of course the definition of poverty was not really determined by the Census Bureau. It is an interagency committee which has decided on uniform standards and we are simply conforming to those standards.

Mr. **Lehman**. There is no way the census does try to make those kind of categorical determinations?

Mr. **Waksberg**. No.

Mr. **Lehman**. Thank you.

Mr. **Ford** [presiding]. What factor do you take into account for people who don't file a tax return?

Mr. **Waksberg**. The method that we use on tax returns to estimate coverage, partially takes that into account. We are not simply using tax returns as the basis for estimating population. We are using the tax return to give us information on how people move around from one part of the country to another.

We have a formal report on our past studies on this indicating why we are doing that. If you are interested, I would be glad to send you a copy.

Mr. **Ford**. How can you get anything about how people move around from that information?

Mr. **Waksberg**. We are matching the tax records for 2 consecutive years.

Mr. **Ford**. But you can't under any circumstances, as I understand it, legally match people with those records?

Mr. **Waksberg**. Yes, we do. We have a cooperative agreement with Internal Revenue Service to have access to some of their data and we are matching 2 years data based on the social security numbers of individuals, comparing the place of residence in the 2 years to see how many people moved from one place to another. This is really the way we are using the tax returns to make estimates of the population.

Mr. **Ford**. Is the data after you get it covered by the same law as to access by other persons as it is with the Internal Revenue Service?

Mr. **Waksberg**. Internal Revenue Service cannot get access to census data.

Mr. **Ford**. An ordinary citizen cannot subpoena Internal Revenue Service to come in and disclose the social security number of John Jones by virtue of what they have on his tax return. Can you be brought into court to give that information after you get it from them?

Mr. **Waksberg**. My understanding is that we can't, although we have our attorney here who might be able to reply to a legal question better than I could.

Mr. **Ford**. This is not on a direct question of what is before this committee, but I am intrigued that Internal Revenue Service can give you information about an individual based on his social security number as to his income level, where he is living or lived in the past.

Mr. **Hagan**. There is an Executive order that permits the Treasury Department to issue a regulation permitting certain agencies and various committees of the Congress also to review tax records. Through that we are granted access to the Internal Revenue forms for our purposes. It is not a two-way street. We are permitted to review their records, but they cannot and do not have access to census information.

Mr. **Ford**. So back to the question of using this data from the income tax return, you think that this gives you information that a statistician can interpret in a way to do what?

Mr. **Waksberg**. To make estimates of the population for cities, counties, and for States. This is the current way we are using the information.

I am exaggerating when I say we are using it. This is a way we are trying to develop a method of using it. We haven't used it yet but we plan to.

Mr Ford. You say it takes the number of dependents into account. There is nothing on a tax return that tells you anything about the dependent except that they are dependent, is there?

Mr. Waksberg. Yes. All it provides is a count of the number of persons.

Mr. Ford. It could be senior citizens or children?

Mr. Waksberg. Yes.

Mr. Ford. So there isn't much there that we could use as a formula for distribution within a State, is there?

Mr. Waksberg. No, I don't think so. It is essentially geared to try to answer some of the requests that have been made for the general revenue-sharing bill that require total population, not population in any category such as age or income class.

Mr. Ford. I am sure you are going to spend a lot of time testifying in law suits if they ever start using that for revenue sharing distribution. Every citizen and attorney in the country will have his law books out.

Any other questions over there?

Mr. Quie. I have no other questions.

Mr. Ford. I want to thank you on behalf of the Chairman for your cooperation with the committee and for the material you have supplied to us. The committee will stand adjourned subject to the call of the Chair.

[Whereupon, at 11:45 p.m. the hearing adjourned, to reconvene subject to the call of the Chair.]

[The additional material was submitted for the record:]

U.S. Department of Commerce,
Social and Economic Statistics Administration,
Washington, D.C., May 14, 1973.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

Dear Mr. Chairman: This is in reply to your May 3 letter to Mr. Waksberg of my staff. I appreciate the compliments to his competence and hope the testimony was useful to the work of your Committee.

We are preparing a short statement on the 20 percent sample used in the Census in response to your inquiry. As you know, during the testimony the Committee also asked for some additional information to be submitted. We expect to have most of the data completed within the next few days and will include the statement on the 20 percent sample with the rest of the material, in a single transmittal.

If we can be of any other assistance, please let me know.

Sincerely,

Vincent P. Barabba,
Acting Director, Bureau of the Census.

DESCRIPTION OF THE 20 PERCENT LONG FORM QUESTIONNAIRE USED IN THE 1970 CENSUS

In the 1970 Census, only a minimum amount of data was requested for the entire population. A 20 percent sample was selected, and most of the items collected and tabulated in the Census were obtained for this sample.

Mail Census techniques were used in part of the U.S. and personal enumeration in the balance. About 62 percent of the population lived in areas covered by mail. In the mail areas, 83 percent of the households who received the 20 percent questionnaire completed and returned their forms through the mails; Census interviewers visited the remaining 17 percent and obtained the information in direct, personal enumeration. If we combine the results of the mail and nonmail areas, this implies that mail reports were received from 51 percent of the households in the sample, and 49 percent were completed by Census enumerators.

It should also be noted that of the 51 percent returned by mail, slightly more than half were defective in one way or another and required follow-up by telephone or personal visit to rectify the questionnaire. Consequently, enumerators actually contacted about three-fourths of the sample households.

A description of the methods used to select the sample follows.

SAMPLE DESIGN

For persons living in housing units at the time of the 1970 census, the housing unit, including all its occupants, was the sampling unit; for persons in group quarters identified in advance of the census, it was the person. In nonmail areas, the enumerator canvassed his assigned area and listed all housing units in an address register sequentially in the order in which he first visited the units whether or not he completed the interview. Every fifth line of the address register was designated as a sample line, and the housing units listed on these lines were included in the sample. Each enumerator was given a random line on which he was to start listing and the order of canvassing was indicated in advance, although the instructions allowed some latitude in the order of visiting addresses. In mail areas, the list of housing units was prepared prior to Census Day either by employing commercial mailing lists corrected through the cooperation of the post office or by listing the units in a process similar to that used in nonmail areas. As in other areas, every fifth housing unit of these lists was designated to be in the sample. In group quartets, all persons were listed and every fifth person was selected for the sample.

This 20-percent sample was subdivided into a 15-percent and a 5-percent sample by designating every fourth 20-percent sample unit as a member of the 5-percent sample. The remaining sample units became the 15-percent sample. Two types of sample questionnaires were used, one for the 5-percent and one for the 15-percent sample units. Some questions were included on both the 5-percent and 15-percent sample forms and therefore appear for a sample of 20 percent of the units in the census. Other items appeared on either the 15-percent or the 5-percent questionnaires. The sample rates for the various items appearing in this report are shown in table B.

TABLE B.—*Sample rates for subjects included in this report*

Subject:	*Sample rate (percent)*
Sex	20
Race	20
Age	20
Household relationship	20
Family composition	20
Families and subfamilies	20
Type of group quarters	20
Marital status	20
Marital history	5
Children ever born	20
State of birth	20
Country of origin	15
Spanish origin or descent	5
Nativity and parentage	15
Mother tongue	15
Spanish surname[1]	15
Year moved into persent house	15
Residence in 1965	15
School enrollment	15
Years of school completed	20
Vocational training	5
Veteran status	15
Disability	5
Employment status	20
Labor force participation	20
Weeks worked in 1969	20
Activity 5 years ago	20
Place of work	15
Means of transportation to work	15
Occupation	20
Industry	20
Class of worker	20
Income	20
Poverty status	20
Tenure of housing unit	20
Farm residence	20
Value of housing unit	20
Gross rent	20
Plumbing facilities	20

[1] The identification of Spanish surname was performed for both the 15-percent and 5-percent samples, but, for this report, the data were tabulated from the 15-percent sample only.

Although the sampling procedure did not automatically insure an exact 20-percent sample of persons or housing units in each locality, the sample design was unbiased if carried through according to instructions; generally for larger areas the deviation from 20 percent was found to be quite small. Biases may have arisen, however, when the enumerator failed to follow his listing and sampling instructions exactly. Quality control procedures were used throughout the census process, however, and where there was clear evidence that the sampling procedures were not properly followed, some enumerators' assignments were returned to the field for resampling. As shown in table C–1 of this report, 19.4 percent of the population and 19.6 percent of the housing units tabulated were enumerated on sample questionnaires. (The PC(1)—C series of State reports shows percentages for each State.) The bases for these percentages included several classes of the population and housing units for which no attempt at sampling was made. These were the relatively small numbers of persons and housing units (in most States, less than one percent) added to the enumeration from the post-census post office check, the various supplemental forms, and the special check of vacant units. (If these classes are excluded from the bases the respective proportions become 19.6 and 19.7 percent.) The ratio estimation procedure described below adjusts the sample data to reflect these classes of population and housing units.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

WEDNESDAY, JUNE 13, 1973

House of Representatives,
General Subcommittee on Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 2261, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Bell, Ford, Mazzoli, Meeds, Lehman and Quie.

Also present: John F. Jennings, majority counsel; and Christopher Cross, minority legislative associate.

Chairman **Perkins**. The committee will come to order.

Mrs. Mildred Hoadley, the Director of Division of Program Payment Standards, Department of Health, Education, and Welfare, will speak.

I understand that she is accompanied by Mrs. Gertrude Lotwin, Project Director, Incoming and Resources Branch, of the Social Security Administration.

Then we will hear from the National Bureau of Standards, U.S. Department of Commerce.

Come around here, Mrs. Hoadley.

We want to know whether you feel the AFDC payments are reliable and to the extent we should use them as a basis for allocation of funds. Just give us your views on AFDC from your study.

Go ahead, Mrs. Hoadley.

STATEMENT OF MRS. MILDRED HOADLEY, DIRECTOR, DIVISION OF PROGRAM PAYMENT STANDARDS, AND MRS. GERTRUDE LOTWIN, PROJECT DIRECTOR, INCOMING AND RESOURCES BRANCH, SOCIAL SECURITY ADMINISTRATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, SOCIAL AND REHABILITATIVE SERVICES

Mrs. **Hoadley**. I am Mildred Hoadley. I can give you a general statement about the AFDC. If you want to talk more specifically about it, I will defer to Mrs. Lotwin.

Chairman **Perkins**. Just give us your general statement.

Mrs. **Hoadley**. I must say, I also have with me Mrs. Catherine Miller, who has a copy of the characteristics of the plan and can answer questions as to individual items on individual States.

To put the discussion into perspective, I thought I would mention what the features are of the AFDC program. It is a grant-in-aid program that is operated by States under standards or conditions of eligibility or recovery as developed by States in accordance with the specifics in the Social Security Act with the options that are available to States.

The AFDC program, then, is a joint operation of the Federal, State, and local community.

The law is specific as to the children and the individuals, who are to be covered under the AFDC program. The law specifies three specific things.

One is the children must be under age 18 or 18 to 21. If they are in school for a certain type of vocational training, the children must be deprived of parental support and care because a parent is either dead, continually absent from the home, or incapacitated.

The other condition is that the child must be living with a parent or a relative as specified in the law. In addition to this, payments may be made for children in foster care.

There is also provision for emergency assistance.

Payments under this program may be made for children under 21 who are confronted with an emergency situation, as the States define an emergency in this instance. A child need not be deprived by a parent being absent from the home.

That particular provision authorizes that States may select as a particular group children of migrants. Some States include this and some do not.

The financial assistance is provided as a payment to the family for the purchase of needed items for living. They also may make payments in instances where it is established that the money is not being used by the parent or the relative for the best interest of the child.

The basic AFDC program is operating in all 54 jurisdictions of the country. That is, the 50 States, the District of Columbia, Puerto Rico, Guam, and the Virgin Islands.

With regard to children who are deprived because of unemployment of a parent, the unemployed help program is operating in 24 jurisdictions. Twenty-seven States have elected to implement the provisions for emergency assistance.

The State is required to develop a State plan describing the program as it will operate in their State, what the coverage is. It is on the basis of this State plan that there is a commitment beween the States and the Federal Government which is the basis for the Federal financing or matching provision that goes to the State.

There are other kinds of provisions that a State plan must specify.

Mr. QUIE. May I ask you what "emergency assistance" is?

Mrs. HOADLEY. "Emergency assistance." The law says that the State must define what emergencies they want to cover. This can be for one 30-day period within 12 consecutive months, if it is a one-time instance.

States do vary on their definition. Some States define it as very catastrophic types of things. Others have other kinds of nonrecurring emergencies.

Mrs. Miller, could you give a statement on that?

Each State establishes its own assistance and payment levels. Mrs. Lotwin can give you a rundown on that.

They must take into account the resources the family has and the amount that is required by Federal law to be regarded in determining the amount of payment. Some States set maximum payments by family size, others regardless of family size. Still others pay only a certain percentage.

The Federal share for assistance ranges according to a formula from a low of 50 percent in the wealthiest States to a rate of 83 percent in the poorest States. The average payments do vary widely between States. For example, in June 1972 the average payment for a recipient of aid to families with dependent children ranged from a low of $14.72 per month in Mississippi to a high of $78.51 in Hawaii.

I did not want to inundate you, Mr. Chairman, with materials. But I did bring some tables and charts and materials here that we would be glad to leave with the members of the committee, if you would like to have them.

Mrs. Miller has the characteristics. These are the characteristics of State plans under a 1971 study. A more recent one is in the process of being typed.

Perhaps I should mention that one of the provisions of the act and a Federal requirement is that States are required to have programs in effect statewide so that there can be variances at the local level. But, by and large, they do have to have the same thing in all political subdivisions of the State.

Chairman PERKINS. Without objection, the materials you have submitted will be made a part of the hearing record. I have a statement here from a study done by Syracuse University describing the discrepancies in payments between the rural and metropolitan areas. This statement reads in part:

> A somewhat similar problem associated with A.F.D.C. concerns its strong association with metropolitan areas and its perceived inability to identify the rural poor. Even a cursory examination of welfare procedures would lead one to such a conclusion. First, rural poverty is probably less often characterized by the broken homes phenomenon than inter-city poverty. Second, even in those States where unemployment of the father is one of the eligibility factors, those living in rural poverty often still do not qualify because they are victims of underemployment or low farm income conditions, rather than actual unemployment. Third, the thrust of welfare rights organizations that have encouraged poor people who are eligible for welfare benefits to register for welfare for the most part, has been a large city factor, the effects of which have not been felt in rural areas.

Do you agree with that statement, as a correct analysis of this situation between the metropolitan and rural people?

Mrs. HOADLEY. I think it would be difficult to generalize that for all States. I think there are some for which that would be true. For instance, I think, though, that underemployment might occur both in urban and in rural areas.

Mrs. LOTWIN. Basically, absence from the home as a reason for eligibility in the cities is probably greater in the urban areas.

Chairman PERKINS. My point is that AFDC is not an accurate measure of poverty in rural areas.

Mrs. HOADLEY. That is correct.

Chairman PERKINS. Why is that correct? I will let both of you ladies answer.

Mrs. **Hoadley**. Why AFDC is not an accurate measure——

Chairman **Perkins**. Measure of poverty in rural areas.

Mrs. **Hoadley**. I think immediately of Indian reservations, which are largely rural areas. And, of course, you have it in the other extreme rural areas.

We do know that there are people who are very poverty ridden but have a family where the father is in the home and there is no employment. I think it is generally the rural areas where the opportunities for work are a great distance away.

Chairman **Perkins**. What is your answer?

Mrs. **Lotwin**. I think that the poor families in the rural areas and in the small towns are very visible families in that little community. The families know each other very well in the small communities. It is much more difficult for a family to apply for AFDC, even if it is a broken home, when everyone in the community knows me, the church, neighbors, everyone else, than it is if you are lost or hidden in a big city.

For that reason, I think most caseworkers, most agencies, work very differently in a small county than they do in a great big city.

Mr. **Bell**. Is it true or is it not true, to the best of your knowledge, that there are certain groups, like the Chicanos, that don't go on AFDC for pride reasons or other reasons? They don't get on to welfare? I have heard that frequently in Los Angeles, that this group doesn't participate like other groups would, even though they are poor and are in difficulty. Their pride does not allow them to make application for welfare. This particularly has been said of the Chicanos in the Los Angeles area. To the best of your knowledge, is this true?

Mrs. **Hoadley**. There are studies. I think it could well be true. As Mrs. Lotwin has just said, it is very true that there are the same kinds of things in small communities and perhaps in certain ethnic groups.

Chairman **Perkins**. Do you agree with me that money should be allocated on a basis with more stability than AFDC?

Mrs. **Lotwin**. Absolutely, because AFDC measures one specific kind of poverty for one specific group. It is a standard that does not measure poverty in the community.

Chairman **Perkins**. Do you agree with the statement that there is a wide variance among the States in the standards that they use to determine eligibility for AFDC and that is one of the reasons that there is no stability?

Mrs. **Lotwin**. That certainly is true. May I speak to that a moment?

Chairman **Perkins**. Yes.

Mrs. **Lotwin**. There is a broad responsibility for specifying the standards and for establishing the money amount and providing the amount of the payment. There are various methods, about eight or nine methods, that they use. There are only 12 States in the Union today that say, "this is our payment level. This is what we need."

Mrs. Hoadley gave the payment figures. These are figures after income has been subtracted. In families without income, the payment is raised from a low of $60, I would guess, including Alaska, up to $400 a month if a family had zero income. That is assuming that all children are under 12, for a mother of three children.

Chairman **Perkins**. You are talking about the range of different payments between the various States?

Mrs. **Lotwin**. Yes, that is right.

Chairman PERKINS. That is one of the great inequities about the whole thing.

Mrs. LOTWIN. That is right. We must not forget families who are not on AFDC. It is entirely possible for a family with earned income to still be receiving AFDC aid and have incomes of up to $700 because it is entirely incorrect to say that these are the payments.

Mr. BELL. Did you care to answer that also, to the best of your knowledge, about the Chicanos?

Mrs. LOTWIN. It is a great cultural characteristic of the Chicanos to "take care of my own," even in hardship. They will go through all other avenues before they will ask for help.

Mr. BELL. Do you think that is kind of widespread among the Chicanos? It is not just Chicanos.

Mrs. LOTWIN. Other minorities?

Mr. BELL. Yes. Or groups of any kind, ethnic groups.

Mrs. LOTWIN. That same kind of thing happens in many small communities. Everyone knows you. You do have relatives. There is a great heritage of the family having lived in that particular area all their lifetime.

Mr. BELL. This certainly could also pertain to big cities.

Mrs. LOTWIN. You are lost so easily in a big city.

Mr. BELL. But that same characteristic could apply.

Mrs. LOTWIN. Yes.

Mr. BELL. How about Indians, groups like this?

Mrs. LOTWIN. I am not familiar with that.

Mrs. HOADLEY. I think among the Indian groups you have the interest, really, of everybody sharing as part of the cultural pattern. So you do have a pattern that if a family is hungry, everybody gives assistance.

But I think this is true among many people in the country, a great reluctance to request assistance.

Mr. QUIE. You were talking about the willingness of the individual in the small community to subject themselves to possibly the shame of being on AFDC.

What do you feel about discrimination on the part of the individuals administering the program to an extent? You should have some comparison now because the community action agencies in some areas substantially increase the number of people in the AFDC because they ferret individuals out.

In Minnesota, you see, we even have township relief as well.

Mrs. HOADLEY. Yes. There are people who have been eligible for years all along and have not made an application. So I do think that people are finding benefits for which they are eligible.

We do have a Federal policy that says the States must assure us that they have met, that they have an administration, that does respect the rights of people and does not lead to methods of investigation that are demeaning and harrassing.

There are differences in the people who are running the program.

Mr. QUIE. The Chairman asked if the AFDC was a fair way to determine the poverty within an area. You agreed it was not. I agree with that.

But I would also ask if AFDC is a good determinant of poverty in the urban areas.

Mrs. **Hoadley.** You still have a defined group of people. You are not taking all children who are poor, but children who meet certain kinds of criteria.

Mr. **Quie.** I just happen to have some figures on Los Angeles County and the racial and ethnic makeup in the schools. According to AFDC the ones who have the highest—I notice that one school is No. 5 in the AFDC rank but 112th in the low-income rank, while another school is 205 in the AFDC rank but only 25th in the low-income rank.

There seems to be an indication that this is inaccurate, even in the urban area.

What bothers me, looking at Minnesota, is that Minneapolis has an extremely high AFDC rank. St. Paul, next door, in comparison, is much lower.

It has always been my bias, at least, and the bias of most people in the State that I talk to, that St. Paul has more poor people than Minneapolis does. Minneapolis has always been a wealthy city. You see, this is what astounds me. As I recall in Minneapolis in the title I information on who is eligible, Mr. Chairman, there are about 26,000 eligible under title I, and 6,000 are based on census information and 20,000 on AFDC.

St. Paul it is about one to one. This is what baffles me on AFDC.

We recognize that there is quite a difference in the way you treat AFDC in New York as compared to Mississippi or Alabama.

But I find that exists in areas of Minnesota as well. So Minneapolis would really do well if we just had AFDC and no other factor in Minnesota. The census, of course, covers the range of income that people receive, not the specifics you get in AFDC.

Chairman **Perkins.** What would be the differences in the rates of employment in those two jurisdictions you are talking about?

Mr. **Quie.** That would be a factor, too. There are a number of factors in there.

Chairman **Perkins.** In comparing the States that permit the father to be in the home to those that don't, how many children are ineligible for AFDC because the father chooses to stay in the home?

Mrs. **Hoadley.** That is a difficult question to answer, because whatever statistics we would have on this would be of the people who have applied and are denied. As people know who know anything about the program, they are not apt to apply if the father is in the home.

Chairman **Perkins.** Do we have anything on those who apply and are denied because the father is in the home?

Mrs. **Miller.** No. I don't think we have anything that can throw light on this question.

Mr. **Quie.** In your estimates on the family assistance program, what was your estimate there on the number of children that would qualify if there was a standard across the Nation as compared to the number of children who were qualified, say, 2 years ago? Have you a way of securing that?

Mrs. **Lotwin.** There is a way of getting it; yes.

Mr. **Quie.** I think that would be helpful to us as well. I understand that the cost of the program would double. That does not necessarily mean that it would double the number of children. Maybe it would more than double the number of children. That would be helpful.

Mrs. LOTWIN. You are forgetting something. In your statement about St. Paul-Minneapolis, it is true that in St. Paul you probably have many more individual homes than you have in Minneapolis, where there are apartments.

In most States—I think this is true in Minnesota—they would require them to sign and I think there can be reluctance. Rather than gain AFDC, they would rather go on something else.

Mr. QUIE. I see.

Mrs. LOTWIN. I think there is a somewhat more active group in Minneapolis than there is in St. Paul, a different kind of agency.

Mr. QUIE. Regarding the emergency assistance that you explained in title 1, the determination based on AFDC, don't they select a specific month?

Mrs. HOADLEY. I think that is probably true, yes. This would be for the purpose of seeing whether any wide discrepancies exist. It is a one-time study. I am not sure whether it is 1 month or 2.

Mr. FORD. My recollection of the way the act reads is to use the latest available data, satisfactory to the Secretary. She is now indicating that there is a wide discrepancy from some other factor to determine which set of figures he wants to use. But the ultimate decision in making some kind of balance across the country, his use of statistics for AFDC, lies with the way in which the Secretary makes his determination as to what set of figures will be used.

Mr. QUIE. That is my understanding. He picks a specific month.

Mr. FORD. That is where the discretion is.

Mrs. HOADLEY. Mrs. Miller just brought to my attention the emergency assistance report for January 1973, which is 1 month. It shows the wide variance in the number.

It goes from one case that month in South Dakota to three, I believe, in Kansas, and to five in the Virgin Islands.

Then, in that particular month, the high was in Kentucky. No, it was in Maryland—2,028 in the same month. And you have a wide range in between. That may be tied partly to how rigid their requirements are as to what they are going to call emergencies.

Mrs. MILLER. I don't think the figures would matter very much for any particular month.

Mrs. HOADLEY. There may be a State that gives this only during a flood and there didn't happen to be a flood that month. There might be some that use the emergency assistance for any special needs the family might have.

Mr. QUIE. I will let somebody else ask the questions.

Chairman PERKINS. Mr. Ford?

Mr. FORD. For the benefit of the Chairman and others, I have been convinced for a long time that we don't know how to measure poverty. Then, after we try to figure out how to measure it, we don't know how to apply that measure to real people. They don't stay put long enough for us to count them. We don't have the resources to accurately measure them.

So I think for a long time that using any one of these yardsticks, whether we are talking about AFDC or family income or the rest, is a very imperfect way in which you try to identify poverty.

Even if you start off on the assumption that that is the principal characteristic that you should use for distributing educational funds, the arbitrary rules that are used in the OEO program have been a dismal failure across the country. No one has any confidence in the programs that have been established; that they in any way reflect real need or are usable for the purpose of screening out the people who don't have the most intent need and screening out those who do, because an arbitrary line is drawn in that regard. There are a lot of other factors.

It would appear that most of these factors we talk about that change the picture are factors that tend to screen out or eliminate people from coverage and then from being counted.

So there are factors which indicate that there are probably a lot more people with some definable genuine need who are not showing up on figures that are indicated on a superficial look.

What is the present state of residence requirements with respect to AFDC across the country?

Mrs. HOADLEY. The Federal requirement on residence in that States cannot deny aid because of a residence requirement. This is responsive to a Supreme Court decision.

Mr. FORD. There is a popularly held opinion amongst the general public and by a great many people who talk about reforming welfare and reforming public assistance programs—without much thought about actually doing it—that people are attracted to States with "liberal," in quotes, public assistance programs, from States that don't have "liberal" public assistance programs—that that is a factor in migration of people.

It is also a factor that people who go to an urban area without skills and are unable to find or hold employment do not go on in search of employment in another place or return to the place from whence they came, after they discover that there is a "liberal" public assistance program.

Whether this is true or not, I think most Americans and most Congressmen believe that one of the reasons why New York has more people on public assistance than others is because they give them too much and they attract people.

How do you react to that?

Mrs. HOADLEY. We have to be talking about interstate, not urban, because you have to have the same standards in effect throughout the State.

Then the question is, do people move from one State to another?

Mr. FORD. You really don't talk about interstate, because when you talk about the difference between a person in northern Michigan and a person in Detroit, the services available to a person receiving public assistance in the rural parts of the State are not the same as those available in the urban areas. It is considerably different within a State between its rural and urban areas.

Mrs. HOADLEY. The amount of assistance I was referring to would be the same, except perhaps some differentials that are possible. No doubt you find more nursing home facilities in one part of the State than any other.

To my knowledge, we have not had any studies to determine why people move. I think those of us who have been in the business a good while feel that there are a lit of other factors in people moving. As people get older, they have to move where the children are. They have to move where they can be looked after.

You have people seeking employment. This would cause people to move to industrial areas.

Mr. QUIE. Will the gentleman yield? Why is it that there is such a dramatic increase in some counties and not in others in the same State? This is the thing that baffles me.

Mr. FORD. I can answer that for you. It is more than just a move. It is the impact which employment has that is not uniform in the country. It is way off from being uniform in any State.

You get a county where you have a very high percentage—for example, in Michigan—of people working in the automobile industry and basic steel and supportive industries for automobiles. The percentage of people employed in that industry changes dramatically as you move away from the industrial centers.

In 3½ years in the State of Michigan, the total number of people on public assistance doubled. But it didn't double all over the State. It tended to double in the areas with the highest normal income, where you have a high rate of employment—the cities and the counties with a high per capita income for working people.

They also experienced the highest rate over in one town, Benton Harbor, which has around 18 percent unemployment for adults, and another which has 30 percent.

But they were totally dependent on this industry which came to a screeching halt. In a State like Michigan, after the people have exhausted the unemployment benefits, they would be able to turn to AFDC.

The big migration to Michigan has slowed down considerably from other States. We get more inmigration when times are good than when times are bad. I never believed this thing about people coming to Michigan to get on welfare. But it is a commonly held belief.

It is a factor when anybody considers programs.

Mr. QUIE. If that is the case as you explain it, what relationship does that have to educational disadvantage?

Mr. FORD. I am not trying to defend AFDC's relationship to any other kind of measurement of poverty which is relevant in trying to determine the ability of a local school district to provide support for a child.

Why go into this exercise to convince ourselves of something we already know? We have known since 1965 that this was an imperfect way. We haven't been able to find a better alternative yet. Perhaps we are now discovering that the equalizers we throw into the pot in trying to scramble some kind of equity are no longer equalizing. It has gotten out of hand.

Chairman PERKINS. Let me make this observation. We knew it at the time. It was in an amendment to the original bill to bring a cost-of-living differential to some of the wealthier States. The amendment said that because of AFDC payments, children from families with incomes over $2,000 should be counted; and it was expected at the time to only be about $50 million spent for AFDC on top of the low-income economic factor. Now it is about $850 million. So, it has completely gone beyond all reasoning.

The low-income factor, to my way of thinking, is a measure of poverty, because it is all that we have. But, under AFDC each State has different eligibility requirements and there is no uniformity. There is, however, unifomity in a low-economic factor of $2,000 or $3,000 income.

I don't think we will come up with a better way, anywhere, of measuring poverty than a low economic factor.

Mr. Ford. If the Chairman will concede, I will be happy to agree with him that AFDC is a lousy way of measuring, and that there are difficulties also, particularly within a State and within an urban area, when you try to apply your low income factor. It doesn't have any relationship at all to the ability of a school system to provide education in the place where the kids who need it are. We can go on for weeks with this thing.

But the fact is that these people in schools who have been consistent supporters of Federal aid are not going to support programs that they see have a built-in situation, particularly since the Office of Education has worked so hard to louse it up in the last couple of years. It becomes more and more unreasonable. It just doesn't make sense when they see the way we are passing the money out.

Mr. Quie. Mr. Chairman, I feel as you do about the AFDC, how-inaccurate it is to determine who actually is poor and who the educationally disadvantaged are.

But what really strikes me on the census information is that California had just about a 3 percent increase in the number of children with a 2,000 income or less and North Carolina had a 63 percent decrease. That means the thing was geared pretty bad.

I look at my own State and find that the change is even greater within the State. It is just fantastic, not only with the AFDC, but also with the low income factor, where you can take the 3,000 or 4,000 and see the change there.

Mr. Ford. In California and North Carolina for that same period, look at the difference in the per capita tax base for the two States. You find that California doesn't hold a candle on North Carolina. There has been a dramatic increase because they have been a progressive State in bringing in industry and getting all kinds of things done at the same time that their rural poor were leaving the tenant farms and the other places and going someplace else. They were creating industrial centers that didn't exist 10 years ago.

California increased its tax base. But its population keeps growing along with it.

So when you try to find some other factor, as I have, you get into the same kind of problem. The growing need for educational services is not in the same place as the growth of the capacity to provide.

Mr. Quie. From the example you used in North Carolina, those people were poor for a long period of time and now have greater means but those families that came from disadvantaged backgrounds probably still have disadvantaged kids in school.

But in California those engineers and what have you that are no longer employed are counted as poor. But perhaps those kids are not really educationally disadvantaged.

It seems when we go into this, the problems compound themselves.

Chairman Perkins. If you increase the $2,000 low-income factor up to $3,000, that is almost 32 or $300 measured in purchasing power rather than $2,000 back in 1965. But if you got up to $4,000, you would have the same proportionate number of kids in North Carolina that you had with $2,000 back in 1965.

Mr. QUIE. If you compare the percentage of kids in 1970 with $4,000 with $2,000 in 1965, you still don't have the same percentage around the Nation. It varies again, not as drastically. However, you are right there. It is less drastic than the reductions in the income level.

Chairman PERKINS. But if you compare them, I feel that the $4,000 low-income factor should be uniform all over the country. That is the Federal poverty standard that the Government has set. I don't see why we should deviate from that.

Mr. QUIE. Just looking at the States, Mr. Chairman, Alabama, 1960, 242,000 with $2,000 income or below. In 1970, 215,000. So they went down by just about 30,000.

New York had 200,000 $2,000 income kids in 1960. They went up 434,000 in 1970. So they more than doubled.

If you take $2,000 in the 1960 census and $4,000 in the 1970 census, New York just about doubled.

Kentucky had a reduction.

Minnesota stayed about the same.

California went from 206,000 to 489,000.

Mr. FORD. If you look at the change in the AFDC figures, California, as I recall, went up 380 percent.

Michigan went up 340 percent.

There was an increase of close to 200 percent.

Mr. QUIE. 200 percent nationally?

Mr. FORD. I don't see anybody who lost AFDC during that time.

Mr. QUIE. Virginia lost.

Mr. FORD. No matter what set of figures you use in a formula, some gain and some lose. The only one where every State gained, albeit at some greater percentage than others, was in AFDC.

If you take $2,000, $3,000 or $4,000, some people gained and others lost. So if we are looking for something that seems to be moving with the dynamics of the times, as imperfect as it is, it is running faster than the income factor.

Chairman PERKINS. I would like to mention at this point that Mrs. Chisholm has some questions she would like to ask of our witnesses, but unfortunately, she is unable to be here this morning. Therefore, I would like to submit her questions to Mrs. Hoadley and Mrs. Lotwin by letter and have both the questions and answers included in the record following their testimony today.

Mr. Mazzoli, do you have a question?

Mr. QUIE. Just on that one thing that Bill talked about, it is true that there was an increase in AFDC, although it varied from 300; no; from 583 percent in New Jersey to 9 percent in West Virginia—both the $3,000 and the $4,000 figures, everybody loses. There is nobody who gains in those. But the disparities of difference aren't as great.

Mr. MAZZOLI. Mr. Chairman, as you know, I have already expressed some personal reservations about whether any poverty index or any use of AFDC figures will indicate educational disadvantage.

I think we are using imperfect data. I think there must be a better way. I think that some effort ought to be made to determine the existence of educational deprivation by testing. I think the use of AFDC ought to be just flat out prohibited in education matters.

Talk about distorting figures, the States have a vested interest in putting more people on AFDC. It doesn't surprise me in the least to find that in the data you are reading that in the shift from $3,000 to $4,000, some States go up and some down. But when you use AFDC all States zip up because this is par for the course. It is important because this is what the whole universe of need is caught up in.

It is important for the States to put more people on AFDC. It is important for the social workers. It is important for social welfare workers. It doesn't surprise me in the least to have figures representing these tremendous quantum leaps.

Mr. **Meeds**. Will the gentleman yield?

Mr. **Mazzoli**. I just want to make a statement. I would think that our committee ought to be using data other than AFDC. If we feel that testing is an improper way of determining or an imperfect way of determining the existence of educational need, so be it. But this is a determination for this committee and the Congress to make.

It seems to me that in that same determination we ought to prohibit the use of AFDC figures from any State. To me, it is not right. It doesn't determine any more nearly than poverty figures, which I think themselves are wrong, the existence of educational need.

I think the presence of all this AFDC is nonsense. I think each State has a vested interest in providing more and more of its clients. I think it distorts our figures even more so than they were before.

There are fewer and fewer people that are really touched by these title I programs. Accordingly, as your universe shrinks in degree and amount, you have got a lesser constituency for this thing. When you try to count noses on the floor and are trying to get a bill passed, it seems you ought to try and increase the constituency on educational programs instead of diminishing it.

That is why I believe in some form of general aid, general assistance. If we could somehow incorporate into this bill some form of general assistance and just prohibit the AFDC entirely, it seems to me we will increase the political striking capability of this bill and at the same time get closer to reality insofar as where the real educational need is.

I yield to the gentleman from Washington.

Mr. **Meeds**. I just want to ask the gentleman if he believes it seriously when he says the States have a vested interest in creating more AFDC?

Mr. **Mazzoli**. I really do.

Mr. **Meeds**. You really do?

Mr. **Mazzoli**. I really do.

Mr. **Meeds**. Does the gentleman realize they must pay half——

Mr. **Quie**. Just one thing on that point. The laws says that the Secretary will make his determination on AFDC on the basis of the case indicators of January of the preceding fiscal year, or to the extent such data is not available to him, before April 1 of the calendar year.

But we have already picked the month of January. So everybody knows that January is the time. I remember what it has been like in our State when everybody knew that they would have the property tax assessment in May. It was interesting. In Iowa it was in January. And all that Iowa equipment came into Minnesota in January and all the Minnesota equipment went in May to Iowa.

FACT SHEET NO. 1—THE FEDERAL-STATE MATCHING PAYMENTS SYSTEM FOR PUBLIC ASSISTANCE PROGRAMS AND HOW IT WORKS

States taking part in the Federal-State programs of public assistance receive partial financing from Federal funds. The amount of Federal money contributed to the programs is calculated by mathematical formulas applied (except for Guam, Puerto Rico, and the Virgin Islands) to whatever the State expends, with no total dollar limit for any period. These formulas differ for money payments and for State and local expenditures for administration, social services, and staff development—collectively termed administrative costs. There are differences, also, between the formulas for Federal sharing in medical assistance and in the money-payment programs, and in those used in the aid to families with dependent children (AFDC) program and the other money-payment programs: Old-age assistance (OAA), aid to the blind (AB), and aid to the permanently and totally disabled (APTD), and the combined program for the aged, blind, and disabled (AABD). (See Table, page 4.)

MONEY PAYMENTS

Money payments, generally made directly to the recipient (or to the parent or caretaker in the AFDC program) are to cover costs of food, shelter, clothing, and other necessary items of daily living. In certain cases, payments are made on the recipient's behalf to another person: For example, protective payments on behalf of aged recipients unable, because of mental conditions, to manage funds or payments for foster care provided certain children under the AFDC program.

Payments to AFDC.—The maximum monthly AFDC payment in which the Federal Government shares is $32 for each recipient ($100 for children in foster care). Federal funds pay ⅚ of the first $18 of the average payment and then 50 to 65 percent, in inverse ratio to State per capita income, of the balance. (States with high per capita income receive amounts scaled at or near the 50 percent level whereas poorer States receive amounts at or near the 65 percent level.)

Payments to Adult Programs—In the adult programs (AB, OAA, APTD, or AABD), the Federal share is based on a State's average monthly payment up to $75. The Federal Government pays $31 of the first $37 within the maximum. Of the remaining $38, it pays from 50 to 65 percent. Again the percentage is determined by the State's financial capacity.

Other payments.—States may also elect to provide, with 50% Federal participation, Emergency Assistance payments for not more than one month in a year to families with children under 21 whether or not these families qualify for payments under the AFDC program.

—In both AFDC and the Adult programs, States may pay, with 50% Federal participation, for repairs to homes owned by recipients, not to exceed $500 for any such home.

FEDERAL SHARING IN MEDICAID

Federal sharing in the Medicaid program also varies inversely with State per capita income. Federal funds pay 50 to 83 percent of the medical care costs for needy and low-income people who are blind, disabled, 65 years old or older, or are members of families with dependent children—both those eligible to receive public assistance money payments and the "medically needy." "Medically needy" people are those who have enough money to meet their living costs but not their medical bills.

Payments are made directly to whoever supplies the medical care or services if the recipient also gets cash assistance. The State may also permit direct payment to a medically needy person for the amount of his physician's or dentist's bill, and the person is then responsible for paying the bill.

For full Federal sharing in costs for those who are only medically needy, a State must set a ceiling on the amount of income that the person may have. The ceiling is set at 133⅓ percent of the highest money payment that particular State makes to an AFDC recipient who has no income or resources.

When medical bills reduce the amount available for living costs to less than the prescribed level, the Federal Government will share in the costs. Eligibility as a medically needy person thus depends not only on income but also on the size of the medical bill.

NOTE.—Any State that has a Medicaid plan may, if it wishes, use that program's formula for Federal sharing for all its Federal-State assistance programs, ignoring the maximum on the dollar amounts per recipient that limits Federal sharing in the other programs.

PAYMENTS FOR ADMINISTRATIVE COSTS

Federal assistance for administrative costs is uniform throughout the States. The Federal Government pays 50 percent of the administrative cost but will pay up to 75 percent for certain kinds of services—those that help recipients become personally and financially self-sufficient, as well as those likely to prevent or reduce dependency. Such services include homemaking, family planning, and referral to other agencies.

Federal funds meet 75 percent of the State agency's expenditures both for training agency staff and for salaries and training of skilled professional personnel (and supporting staff) administering the medical assistance program.

FEDERAL MATCHING PAYMENT PERCENTAGES, EFFECTIVE JULY 1, 1971 TO JUNE 30, 1973

State	Federal percentage	Federal medical assistance percentage
Alabama	65.00	78.43
Alaska	50.00	50.00
Arizona	60.17	64.15
Arkansas	65.00	79.42
California	50.00	50.00
Colorado	52.91	57.61
Connecticut	50.00	50.00
Delaware	50.00	50.00
District of Columbia	50.00	50.00
Florida	56.30	60.67
Georgia	65.00	69.67
Guam		50.00
Hawaii	50.00	50.83
Idaho	65.00	71.56
Illinois	50.00	50.00
Indiana	50.06	55.05
Iowa	53.41	58.07
Kansas	54.51	59.06
Kentucky	65.00	73.49
Louisiana	65.00	73.49
Maine	65.00	69.43
Maryland	50.00	50.00
Massachusetts	50.00	50.00
Michigan	50.00	50.00
Minnesota	52.02	56.82
Mississippi	65.00	83.00
Missouri	55.03	59.53
Montana	63.51	67.16
Nebraska	53.86	58.48
Nevada	50.00	50.00
New Hampshire	54.84	[illegible]
New Jersey	50.00	50.00
New Mexico	65.00	72.63
New York	50.00	50.00
North Carolina	65.00	72.84
North Dakota	65.00	71.28
Ohio	50.00	53.65
Oklahoma	65.00	69.02
Oregon	52.65	57.39
Pennsylvania	50.50	55.45
Puerto Rico		50.00
Rhode Island	50.00	50.26
South Carolina	65.00	78.00
South Dakota	65.00	69.69
Tennessee	65.00	74.35
Texas	61.31	65.18
Utah	65.00	69.88
Vermont	60.79	64.71
Virgin Islands		50.00
Virginia	60.04	64.03
Washington	50.00	50.00
West Virginia	65.00	76.97
Wisconsin	51.42	56.[illegible]
Wyoming	58.59	62.73

FACT SHEET NO. 2—PUBLIC ASSISTANCE UNDER THE SOCIAL SECURITY ACT

INTRODUCTION

As part of the social security system of the United States, the public assistance income maintenance program provides selected categories of needy people with income to secure the necessities of life and to help achieve economic security. Titles I, IV–A, X, XIV, and XVI of the Social Security Act provide for Federal matching grants to States for aid to the aged, blind, disabled, and families with dependent children in accordance with Federally approved State plans. Title I covers old-age assistance (OAA); Title IV–A, aid to families with dependent children (AFDC); Title X, aid to the blind (AB); Title XIV, aid to the permanently and totally disabled (APTD); and Title XVI, the alternative combined program of aid to the aged, blind, or disabled (AABD).

The underlying characteristics common to the four categories of assistance are that they are for needy people only and are designed to meet need as determined individually in accordance with a State-determined standard of assistance. In all five titles an individual's other income and resources must be considered in determined need. In this fundamental respect these programs differ from other income maintenance programs, such as old age and survivors insurance and unemployment compensation, in which eligibility is based on factors relating to employment.

Nearly 63 percent of Old Age Assistance recipients received public assistance money payments in February 1972 to supplement their old age, survivors, and disability insurance (OASDI) benefits in order to meet basic or special needs. The percentages of other types of public assistance recipients who also received OASDI were about 34 percent in Aid to the Blind, 24 percent in Aid to the

Permanently and Totally Disabled, and 6 percent in Aid to Families with Dependent Children.

The public assistance program is administered by the States. Federal responsibilities are carried out by the Assistance Payments Administration (APA) of the Social and Rehabilitation Service (SRS), U.S. Department of Health, Education, and Welfare.

ELIGIBLE POPULATION

The persons eligible for benefits under the public assistance program are those individuals and families without income or with income and resources too limited to meet the basic necessities of living as measured by the standard of need and standard of payment established by the States in which they reside. The categories for which Federal financial participation is available are limited to persons 65 years of age or older; blind persons; severely and permanently disabled persons who are 18 years of age or older; and children under 21 (with their adult caretakers who are dependent because of the death, continued absence, or disability of a parent, or (in some States) unemployment of the father. Thousands of poor persons, otherwise qualified for assistance under these categories, are excluded because of their State's extremely low standard of need or limitations on payments. Many others, equally poor, do not qualify because they have not reached age 65, do not meet their State's definition of blindness or disability, or do not meet the eligibility conditions for the AFDC program. Some of these persons can receive aid under each State's General Assistance program. The General Assistance programs are supported entirely by State and local funds and each State establishes its own regulations relating to eligibility standards and amount of aid given. A few States provide continuing "general" assistance to needy people, but most use general assistance to meet emergency or short-time needs.

RECIPIENT POPULATION

In December 1971, Federally matched assistance under old-age assistance (OAA), aid to the blind (AB), and aid to families with dependent children (AFDC) was available in all 54 jurisdictions of the country—the 50 States, the District of Columbia, Puerto Rico, Guam, and the Virgin Islands. Aid to the Permanently and Totally Disabled (APTD) was available in all jurisdictions but one (Nevada). General Assistance (GA), wholly State or locally financed, was available in some form for some persons in all 54 jurisdictions.

Approximately 15.1 million persons—about 7.2 percent of the total population—were receiving money payments under public assistance in June 1972. This number included 2.0 million aged persons receiving OAA, 10.9 million dependent children and their parents or other caretakers (including 7.9 million children in 3.0 million families) receiving AFDC, 1.1 million disabled receiving APTD, 80,200 blind receiving AB, and 896 thousand persons receiving GA.

FEDERAL REGULATIONS

States are not required to participate in the public assistance program, but those which so choose must abide by applicable Federal law, regulations, and policies. Federal law permits States to decide the extent of their coverage in certain categories. Thus, 30 jurisdictions do not provide aid to children in needy families if the father is in the home but unemployed (AFDC-UF); 13 jurisdictions do not permit earned income exemptions in OAA; 8 do not permit payments to children after they are 18 years old, and 5 other States do not grant assistance to children age 18 and under 21 if they are in college, but only if they are in high school or taking a vocational or technical training course; 28 do not make payments to aged patients in institutions for tuberculosis; 26 States do not make payments to aged persons in institutions for mental diseases; and 28 do not have a program of emergency assistance to needy families with children, whether or not they are AFDC-related.

State restrictions also limit eligibility in other ways. These include narrow definitions of disability, procedural requirements in matters of support, requirements dealing with the responsibility of relatives to support, and requirements for liens on real property to assure ultimate repayment of assistance received. Needy persons aged 21 through 64 years cannot be helped by any Federally aided public assistance program unless they are blind, disabled, or are parents or close relatives caring for children receiving AFDC. The "working poor"—families with inadequate earned income even though both parents are employed—are excluded because both parents are in the home and the father is not "unemployed."

Fiscal year 1973 estimates of the number of recipients in the Federally-supported categories, excluding General Assistance, are available by age, sex, and race. The estimates show:

(a) About 57% to be under age 18 and about 13% to be 65 years of age and older.

(b) A sex distribution to be about 60% female.

(c) A racial/ethnic distribution to be about 56% white.

(d) A Spanish-speaking component, cutting across racial lines, to be about 12.5%.

STANDARDS OF ASSISTANCE

Each State establishes its own standards of need and payment levels under the standards. These tend to reflect both the State's fiscal capacity and prevalent social attitudes. The standard of need usually represents one month's consumption at a subsistence level, consisting of food, rent, utilities, clothing, transportation, etc. Standards vary greatly among the States both with respect to sophistication and degree of elaboration. Most standards take into account the category of aid, size of family, and age of family members.

The variation in the way States meet need, aside from treatment of income (earned and unearned) and allowance for expense incurred in generating income, is illustrated by Old Age Assistance (OAA) and Aid to Families with Dependent Children (AFDC) data.

In OAA, data for July 19971 reveal a *full standard* (amount necessary for the basic needs of an aged woman) ranging from $52 in the Virgin Islands to $250 in Alaska for the 53 reporting States and other jurisdictions (District of Columbia, Puerto Rico, and the Virgin Islands). Similarly, in AFDC, the full standard (for basic needs of a family consisting of four persons) ranges from $132 in Puerto Rico to $400 in Alaska for the 53 reporting States and other jurisdictions.

In 20 States, the largest amount *paid* for basic needs in OAA is less than the full standard. The effect is to reduce the median amount of $146 for the full standard to $126. The largest amount paid differs from the full standard even more in AFDC, where 39 States have limited the maximum amounts payable. These limitations reduce the median amount for a family of four from $283 to $226.

EXPENDITURES

Expenditures during Fiscal Year 1972 totaled $17.7 billion, including Medicaid payments as well as cash assistance. The Federal share was $9.9 billion. During Fiscal Year 1972, assistance money payments and Medicaid each represented approximately one cent per dollar of total 1970 personal income in the Nation.

FEDERAL SHARING

The Federal share of assistance payments is "open ended"; that is, the formula is applied to whatever the State spends for eligible recipients. There is no money limit on the Federal obligation. It varies according to statutory formula related to the per capita income of a State and the options exercised by each State. Currently, 21 of the 54 States and jurisdictions use the "regular" formula and 33 of the 54 use the "alternate" formula.

The regular formula varies for the adult categories (aged, blind, and disabled) and AFDC (families with dependent children). For the adult categories, the Federal Government pay $31 of the first $37 of the average monthly grant per recipient. Of the amount in the average grant above $37 and up to $75, the Federal Government pays the "Federal percentage" ranging from a low of 50 percent for wealthier States to 65 percent for the poorer States. For AFDC, the Federal Government pays five-sixths of the average monthly grant per recipient up to $18. Of the amount of the average grant above $18 and up to $32, the Federal Government pays the same "Federal percentage" as is paid for the adult categories.

The alternate formula gives States operating an approved plan for Medical Assistance (Medicaid) the option of using the "Federal medical assistance percentage" which is applied to the total State expenditure for all assistance categories, with no dollar maximum for the Federal share. This formula ranges from a low of 50 percent for any State to 83 percent for the poorest State.

If a State elects to include Emergency Assistance in its plan, the Federal Government pays 50 percent of such assistance (not to exceed 30 days in any 12-month period) for families with children.

The Federal Government also pays 50 percent of State expenditures necessary to administer the Federally aided programs.

NCSS Report H-4 (71)

AFDC: *Selected statistical data* on *Families Aided* and *Program Operations*

June 1971

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Social and Rehabilitation Service
Program Statistics and Data Systems
National Center for Social Statistics
Washington, D. C. 20201

Foreword

Interest in the President's proposals for welfare reform has led to many requests for information about the characteristics of the families who receive AFDC and State program operations.

To supply the information most frequently requested, staff of the NCSS selected the items included in this release. Each item included in the release has been given an item number for identification as part of this release. The table of contents lists each item by number and also shows the source of the publication in which the item originally appeared and the number by which it was identified in that publication.

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Stock Number 1767-0001

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Item 1.

TABLE 4.--AFDC FAMILIES, BY NUMBER OF CHILD RECIPIENTS, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	NUMBER OF CHILD RECIPIENTS										MEDIAN NUMBER OF CHILDREN
		1 CHILD	2 CHILDREN	3 CHILDREN	4 CHILDREN	5 CHILDREN	6 CHILDREN	7 CHILDREN	8 CHILDREN	9 CHILDREN	10 OR MORE CHILDREN	
TOTAL:												
NUMBER..............	1 630 500	434 100	375 600	289 000	210 200	137 700	92 000	49 300	27 100	15 200	10 300	3.0
PERCENT..............	100.0	26.6	23.0	17.7	12.9	8.4	5.0	3.0	1.7	0.9	0.6	--
CENSUS DIVISION:												
NEW ENGLAND.........	90 900	28.2	25.7	17.9	12.7	7.7	4.1	2.6	0.6	0.3	0.2	2.8
MIDDLE ATLANTIC.....	400 200	25.5	26.2	18.5	12.2	7.9	4.4	2.8	1.3	0.6	0.5	2.9
EAST NORTH CENTRAL..	225 900	24.3	23.2	17.3	14.6	8.5	5.4	3.3	1.9	0.8	0.8	3.1
WEST NORTH CENTRAL..	88 700	25.9	20.7	18.8	13.4	10.0	5.1	3.0	1.4	1.0	0.7	3.2
SOUTH ATLANTIC......	204 800	26.4	21.2	16.1	13.9	9.7	5.7	3.1	2.1	1.1	0.8	3.2
EAST SOUTH CENTRAL..	113 000	28.2	21.7	15.2	13.0	9.1	5.5	3.3	2.0	1.2	0.7	3.0
WEST SOUTH CENTRAL..	109 900	22.0	21.6	18.9	14.3	8.3	5.2	5.2	2.5	1.7	0.3	3.3
MOUNTAIN............	54 000	27.2	22.8	20.6	11.3	7.8	4.6	2.6	1.9	0.7	0.6	3.0
PACIFIC.............	306 600	31.1	21.3	18.2	11.6	9.0	5.0	2.0	1.4	1.0	0.4	2.9
SELECTED STATES:												
CALIFORNIA..........	263 300	30.9	21.1	17.9	11.6	9.1	5.3	2.0	1.5	1.1	0.5	2.9
FLORIDA.............	44 900	26.7	20.5	15.6	16.3	9.6	6.2	2.2	1.3	1.1	0.4	3.2
GEORGIA.............	41 000	27.1	24.1	14.9	13.9	8.5	4.9	3.9	1.7	0.5	0.5	2.9
ILLINOIS............	74 800	19.5	21.1	19.9	15.5	9.0	6.3	4.0	2.5	0.8	1.3	3.5
LOUISIANA...........	39 600	19.7	23.0	17.4	16.7	7.1	5.8	5.6	2.3	2.0	0.5	3.4
MASSACHUSETTS.......	49 200	30.3	25.0	17.5	12.8	7.3	4.5	2.0	0.4	0.0	0.2	2.8
MICHIGAN............	53 000	26.2	25.9	11.7	14.3	9.2	5.5	3.4	1.9	0.8	1.1	2.9
NEW JERSEY..........	53 000	21.9	26.0	18.3	12.6	10.9	4.9	2.5	1.5	1.1	0.2	3.1
NEW YORK............	258 800	26.0	26.7	18.2	12.6	6.9	4.5	2.8	1.4	0.4	0.6	2.9
OHIO................	62 200	25.6	25.4	18.5	12.4	8.2	4.8	2.9	1.1	1.0	0.2	3.0
PENNSYLVANIA........	88 400	26.5	24.9	19.6	11.0	8.9	3.7	3.2	1.0	0.8	0.6	2.9
TEXAS...............	36 600	17.3	20.6	21.2	15.4	9.6	5.2	4.0	2.5	1.9	0.3	3.6
PUERTO RICO.........	39 100	23.0	19.7	14.3	11.8	8.4	7.7	5.6	3.3	3.1	3.1	3.5

Item 2.

TABLE 39.--AFDC RECIPIENT CHILDREN, BY AGE, 1969

CENSUS DIVISION AND STATE	TOTAL RECIPIENT CHILDREN	AGE IN YEARS										
		UNBORN	UNDER 1 YEAR	1 YEAR	2 YEARS	3 YEARS	4 YEARS	5 YEARS	6 YEARS	7 YEARS	8 YEARS	9 YEARS
TOTAL:												
NUMBER..............	4 880 800	28 400	217 900	221 400	259 700	268 800	294 600	296 200	297 300	304 100	297 200	305 600
PERCENT.............	100.0	.6	4.5	4.5	5.3	5.5	6.0	6.1	6.1	6.2	6.1	6.3
CENSUS DIVISION:												
NEW ENGLAND.........	250 000	.2	4.6	3.9	6.1	5.0	6.5	6.2	6.3	6.3	7.7	6.3
MIDDLE ATLANTIC.....	1 157 600	.5	4.9	5.2	5.9	6.1	6.3	6.3	5.9	6.3	6.0	6.0
EAST NORTH CENTRAL..	697 900	.2	4.5	4.8	5.4	5.5	5.7	5.8	5.8	6.0	6.3	6.3
WEST NORTH CENTRAL..	271 700	.3	3.7	4.4	4.1	5.4	5.6	6.5	6.6	6.7	6.1	6.8
SOUTH ATLANTIC......	639 000	.3	4.0	4.1	4.8	5.1	5.4	5.6	6.1	6.6	6.2	6.2
EAST SOUTH CENTRAL..	345 000	.2	3.1	3.9	4.4	5.0	5.3	5.7	5.8	5.8	5.2	6.3
WEST SOUTH CENTRAL..	355 200	.4	3.8	3.9	4.7	5.0	5.7	5.6	5.9	6.1	5.2	6.2
MOUNTAIN............	157 500	.5	4.9	3.9	5.3	5.7	6.4	6.0	6.7	5.8	5.2	6.3
PACIFIC.............	862 500	1.6	5.5	5.0	5.8	5.9	6.9	6.7	6.4	6.0	6.4	6.4
SELECTED STATES:												
CALIFORNIA..........	754 500	1.6	5.5	4.8	5.7	5.9	6.8	6.6	6.5	6.0	6.5	6.4
FLORIDA.............	137 200	.0	3.9	4.1	5.3	5.0	5.8	5.0	6.6	7.5	7.1	6.9
GEORGIA.............	122 600	.0	3.9	4.4	5.0	5.5	5.8	6.0	5.5	6.8	5.9	6.8
ILLINOIS............	251 400	.0	4.5	5.1	6.0	6.1	5.3	5.3	6.0	5.7	6.1	6.0
LOUISIANA...........	132 800	.8	3.5	3.3	4.8	5.7	5.9	5.6	6.1	5.6	5.3	5.7
MASSACHUSETTS.......	131 300	.2	4.2	3.8	6.5	5.2	7.2	5.7	6.2	6.8	8.1	6.5
MICHIGAN............	162 500	.0	5.5	4.5	5.4	5.2	6.0	5.7	5.7	6.2	6.1	6.3
NEW JERSEY..........	161 600	.1	3.7	5.5	5.8	6.6	6.2	6.8	6.7	7.4	5.6	5.9
NEW YORK............	740 300	.5	5.1	5.2	5.9	6.0	6.6	6.2	5.6	6.2	6.1	5.9
OHIO................	180 900	.4	4.2	5.4	4.6	5.1	6.1	6.1	5.5	6.1	6.1	6.3
PENNSYLVANIA........	255 700	1.0	5.0	4.8	6.2	6.1	5.7	6.0	6.3	5.8	5.9	6.2
TEXAS...............	125 600	.0	4.2	3.8	4.5	4.7	5.5	5.6	6.0	6.4	5.3	6.2
PUERTO RICO.........	143 800	.1	2.4	2.4	4.1	3.5	5.6	5.3	5.9	6.9	5.8	7.2

(CONTINUED)

Item 2.--continued

TABLE 39.—AFDC RECIPIENT CHILDREN, BY AGE, 1969—CONTINUED

CENSUS DIVISION AND STATE	TOTAL RECIPIENT CHILDREN	AGE IN YEARS										
		10 YEARS	11 YEARS	12 YEARS	13 YEARS	14 YEARS	15 YEARS	16 YEARS	17 YEARS	18 YEARS	19 YEARS	20 YEARS
TOTAL:												
NUMBER..............	4 880 800	291 300	281 600	277 600	270 600	255 800	234 700	197 400	155 600	81 700	30 300	13 000
PERCENT.............	100.0	6.0	5.8	5.7	5.5	5.2	4.8	4.0	3.2	1.7	.6	.3
CENSUS DIVISION:												
NEW ENGLAND.........	250 000	6.4	5.8	5.6	5.0	4.2	4.2	4.1	2.8	1.6	.8	.4
MIDDLE ATLANTIC.....	1 157 600	5.5	5.4	5.4	5.1	4.9	4.4	3.9	3.1	1.9	.8	.2
EAST NORTH CENTRAL..	697 900	6.2	5.6	5.9	5.9	5.1	5.0	4.2	3.2	1.5	.7	.2
WEST NORTH CENTRAL..	271 700	6.1	6.8	6.0	5.8	5.2	4.9	3.9	3.2	1.5	.3	.1
SOUTH ATLANTIC......	639 000	6.4	6.2	5.9	6.3	5.8	5.4	4.4	3.5	1.0	.4	.2
EAST SOUTH CENTRAL..	345 000	6.6	6.1	7.0	6.1	6.5	5.7	5.0	3.8	1.4	.7	.3
WEST SOUTH CENTRAL..	355 200	6.1	6.4	6.1	6.6	5.7	5.2	4.3	3.2	2.5	.8	.7
MOUNTAIN............	157 500	5.4	5.9	5.8	6.3	5.2	4.6	3.8	3.6	2.0	.6	.0
PACIFIC.............	862 500	5.5	5.2	4.8	4.4	4.8	4.0	3.2	2.7	2.0	.5	.3
SELECTED STATES:												
CALIFORNIA..........	754 500	5.6	5.2	4.8	4.3	4.8	4.2	3.1	2.8	2.0	.5	.3
FLORIDA.............	137 200	7.4	5.7	6.6	5.9	5.5	4.7	3.6	3.2	.1	.0	.0
GEORGIA......... ...	122 600	5.2	7.6	5.7	6.6	6.4	5.7	4.4	2.9	.1	.0	.0
ILLINOIS............	251 400	6.1	5.8	5.6	5.5	5.5	5.4	4.5	3.3	1.2	.7	.2
LOUISIANA...........	132 800	5.6	6.6	5.9	7.0	5.6	5.7	4.7	3.0	2.0	.6	1.1
MASSACHUSETTS.......	131 300	6.0	6.2	5.8	4.6	3.7	3.5	3.6	2.5	2.1	1.1	.5
MICHIGAN............	162 500	5.9	6.3	5.7	6.0	4.7	4.7	4.1	3.3	1.6	.7	.4
NEW JERSEY..........	161 600	5.4	5.5	4.5	5.4	4.8	5.0	3.8	2.8	1.7	.6	.1
NEW YORK............	740 300	5.5	5.1	5.7	4.9	4.7	4.2	4.0	3.3	2.2	.9	.2
OHIO................	180 900	6.2	5.6	6.9	5.9	4.8	4.7	4.0	2.9	2.0	.9	.2
PENNSYLVANIA........	255 700	5.4	6.3	5.2	5.2	5.3	4.7	3.9	2.8	1.4	.6	.3
TEXAS...............	125 600	6.4	6.7	5.8	6.6	5.7	4.7	3.4	4.0	2.5	1.2	.6
PUERTO RICO.........	143 800	7.8	6.5	6.7	7.2	6.8	6.6	5.3	3.9	.0	.0	.0

Item 3.

TABLE 13.—AFDC FAMILIES, BY STATUS OF THE FATHER WITH RESPECT TO THE FAMILY, 1969

		STATUS OF FATHER				
				UNEMPLOYED OR EMPLOYED PART TIME, AND		
CENSUS DIVISION AND STATE	TOTAL FAMILIES*1*	DEAD	INCAPACITATED	ENROLLED IN WORK OR TRAINING PROGRAM	AWAITING ENROLLMENT AFTER REFERRAL TO WIN	NEITHER ENROLLED NOR AWAITING ENROLLMENT
CENSUS DIVISION						
TOTAL:						
NUMBER............	1630300	89700	190700	34000	14800	26700
PERCENT...........	100.0	5.5	11.7	2.1	0.9	1.6
PUERTO RICO & V.I. .	39500	8.1	33.9	0.0	0.0	0.0
NEW ENGLAND.........	90900	3.9	7.8	1.1	0.7	0.4
MIDDLE ATLANTIC.....	400200	5.1	9.1	2.6	1.1	2.9
EAST NORTH CENTRAL..	225900	4.6	6.4	1.7	0.8	1.4
WEST NORTH CENTRAL..	88600	5.4	12.5	0.2	0.2	0.3
SOUTH ATLANTIC......	204800	6.5	15.1	1.6	0.5	0.2
EAST SOUTH CENTRAL..	113000	10.8	19.1	0.0	0.0	0.3
WEST SOUTH CENTRAL..	108900	7.1	18.3	0.3	0.0	0.0
MOUNTAIN............	53900	4.8	14.5	2.4	0.6	0.7
PACIFIC.............	304600	3.8	9.2	4.4	2.0	3.3
SELECTED STATES						
TOTAL:						
NUMBER............	1103700	54600	113500	26200	11900	22900
PERCENT...........	100.0	4.9	10.3	2.4	1.1	2.1
CALIFORNIA..........	263300	4.0	8.8	4.4	2.0	3.3
FLORIDA.............	44900	5.3	10.0	0.0	0.0	0.0
GEORGIA.............	41000	9.3	15.9	0.0	0.0	0.0
ILLINOIS............	74800	4.4	5.3	1.5	0.8	2.0
LOUISIANA...........	39600	7.3	19.7	0.0	0.0	0.0
MASSACHUSETTS........	49200	3.7	7.5	1.4	0.8	0.6
MICHIGAN............	53000	4.7	5.8	1.1	0.6	0.8
NEW JERSEY..........	53000	4.2	4.7	4.3	0.6	1.5
NEW YORK............	258800	5.4	6.9	2.9	1.2	3.7
OHIO................	62200	2.7	8.5	2.4	1.3	0.8
PENNSYLVANIA........	88400	4.6	18.2	1.0	1.1	1.4
TEXAS...............	36400	5.8	15.4	0.0	0.0	0.0
PUERTO RICO.........	39100	8.2	34.0	0.0	0.0	0.0

1 Excludes cases for which status was unknown.

(CONTINUED)

Item 3.--continued

TABLE 13.—AFDC FAMILIES, BY STATUS OF THE FATHER WITH RESPECT TO THE FAMILY, 1969--CONTINUED

CENSUS DIVISION AND STATE	TOTAL FAMILIES[1]	STATUS OF FATHER								
		ABSENT FROM THE HOME							OTHER STATUS	
		DIVORCED	LEGALLY SEPARATED	SEPARATED WITHOUT COURT DECREE	DESERTED	NOT MARRIED TO MOTHER	IN PRISON	OTHER REASON	STEP-FATHER CASE	CHILDREN DEPRIVED OF SUPPORT OR CARE OF MOTHER
CENSUS DIVISION										
TOTAL:										
NUMBER............	1630300	223500	45200	177600	258900	454900	42000	26800	30500	15000
PERCENT...........	100.0	13.7	2.8	10.9	15.9	27.9	2.6	1.6	1.9	0.9
PUERTO RICO & V.I. .	39500	3.3	1.0	6.1	28.4	3.5	1.5	2.0	3.5	8.6
NEW ENGLAND.........	90900	20.7	7.7	17.7	11.1	19.4	1.5	1.8	5.3	1.0
MIDDLE ATLANTIC.....	400200	5.2	3.1	10.2	25.9	28.7	2.2	2.6	0.2	0.9
EAST NORTH CENTRAL..	225900	18.3	3.6	9.7	13.4	33.5	2.3	1.5	2.4	0.4
WEST NORTH CENTRAL..	88600	27.7	2.0	10.0	9.0	22.8	2.3	1.8	4.4	1.2
SOUTH ATLANTIC......	204800	6.3	1.4	9.5	18.2	33.8	3.5	0.9	2.0	0.4
EAST SOUTH CENTRAL..	113000	8.9	0.7	4.8	16.5	33.7	2.7	0.9	0.6	1.0
WEST SOUTH CENTRAL..	108900	14.0	1.6	12.0	14.8	26.8	3.1	1.4	0.5	0.3
MOUNTAIN............	53900	25.0	1.9	8.7	12.4	21.5	1.9	1.9	3.7	0.0
PACIFIC.............	304600	21.3	3.0	14.6	5.5	25.3	3.1	1.2	2.2	0.9
SELECTED STATES										
TOTAL:										
NUMBER............	1103700	129500	35000	128800	190900	313700	29200	18900	17300	11300
PERCENT...........	100.0	11.7	3.2	11.7	17.3	28.4	2.6	1.7	1.6	1.0
CALIFORNIA..........	263300	20.2	3.3	14.2	5.6	26.7	3.2	1.1	2.2	1.0
FLORIDA.............	44900	7.3	0.7	10.5	21.4	39.0	2.4	0.7	1.8	0.9
GEORGIA.............	41000	4.9	2.2	9.5	15.1	35.1	5.1	1.0	1.5	0.5
ILLINOIS............	74800	10.4	1.2	7.9	23.1	37.8	2.3	1.1	1.9	0.3
LOUISIANA...........	39600	4.8	1.5	17.7	15.9	28.0	2.5	1.8	0.8	0.0
MASSACHUSETS........	49200	18.7	10.6	16.9	10.4	18.3	2.0	1.2	7.5	0.4
MICHIGAN............	53000	20.9	4.0	16.0	7.7	31.9	3.0	1.5	1.5	0.4
NEW JERSEY..........	53000	4.0	1.9	10.4	28.3	33.4	3.2	2.1	0.6	0.9
NEW YORK............	258800	4.3	3.4	9.0	28.8	27.9	2.2	2.9	0.2	0.7
OHIO................	62200	20.1	4.0	9.6	10.3	33.9	2.1	1.1	2.6	0.5
PENNSYLVANIA........	88400	7.4	3.1	13.7	16.1	28.1	1.5	2.0	0.2	1.7
TEXAS...............	36400	17.3	2.7	10.4	17.6	24.7	4.7	1.4	0.0	0.0
PUERTO RICO.........	39100	3.3	1.0	6.1	28.1	3.3	1.5	2.0	3.6	8.7

[1] Excludes cases for which status was unknown.

Item 4.

TABLE 19.--AFDC FAMILIES, BY STATUS OF MOTHER, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	MOTHER IN THE HOME								
		EMPLOYED		ENROLLED IN WORK OR TRAINING PROGRAM	AWAITING ENROLL-MENT AFTER REFERRAL TO WIN	NOT EMPLOYED, ENROLLED, OR AWAITING ENROLLMENT, AND				
		FULL TIME	PART TIME			PHYSICALLY OR MENTALLY INCAPAC-ITATED	NO MARKETABLE SKILLS, OR SUITABLE EMPLOY-MENT NOT AVAILABLE	NEEDED IN HOME FULL TIME AS HOME-MAKER	OTHER STATUS	
									ACTIVELY SEEKING WORK	NOT ACTIVELY SEEKING WORK
CENSUS DIVISION										
TOTAL:										
NUMBER............	1630500	122500	94400	64300	47900	224100	112600	578400	87000	165500
PERCENT...........	100.0	7.5	5.8	3.9	2.9	13.7	6.9	35.5	5.3	10.2
PUERTC RICO & V.I. .	39500	2.3	1.8	3.3	1.5	18.5	2.8	51.1	1.3	3.0
NEW ENGLAND........	90900	4.8	7.4	3.4	3.6	10.2	3.0	42.8	3.5	15.6
MIDDLE ATLANTIC.....	400200	5.1	2.9	3.0	2.1	12.0	4.2	53.7	3.4	8.3
EAST NORTH CENTRAL..	225900	7.9	4.2	4.1	6.2	12.3	4.9	33.2	8.3	11.8
WEST NORTH CENTRAL..	88700	13.3	7.7	3.6	1.5	10.9	4.1	31.9	4.5	14.0
SOUTH ATLANTIC......	204800	9.3	9.0	2.6	1.9	17.1	8.0	24.1	6.7	8.3
EAST SOUTH CENTRAL..	113000	5.7	10.7	4.2	3.9	17.0	10.6	18.3	6.5	9.6
WEST SCUTH CENTRAL..	108900	9.4	11.4	2.0	0.4	18.7	9.8	21.9	7.4	10.7
MOUNTAIN...........	54000	4.4	4.4	7.8	2.6	13.0	10.0	28.5	6.7	14.8
PACIFIC............	304600	9.6	4.5	6.2	3.4	13.2	10.8	30.1	4.6	10.0
SELECTED STATES										
TOTAL:										
NUMBER............	1103700	87900	57200	42200	32300	145600	69900	434500	56500	97600
PERCENT...........	100.0	8.0	5.2	3.8	2.9	13.2	6.3	39.4	5.1	8.8
CALIFORNIA..........	263300	10.4	4.9	5.9	3.2	12.6	11.2	29.7	4.6	9.8
FLORIDA............	44900	18.3	14.9	3.1	0.7	18.5	5.1	4.9	10.5	6.9
GEORGIA............	41000	17.3	12.9	2.4	0.0	11.2	6.3	29.0	5.1	1.0
ILLINOIS...........	74800	8.2	3.3	4.8	1.6	13.0	4.4	34.9	7.0	15.1
LOUISIANA..........	39600	9.3	10.4	2.8	0.8	24.5	7.1	25.0	6.8	5.8
MASSACHUSETS........	49200	2.8	8.7	3.7	1.8	8.1	2.8	55.3	2.8	9.6
MICHIGAN...........	53000	3.0	2.6	5.5	15.5	14.0	5.1	32.3	9.6	7.4
NEW JERSEY.........	53000	5.7	5.3	2.1	4.7	8.9	5.1	38.9	3.8	20.2
NEW YORK...........	258800	5.6	2.3	3.6	1.7	10.7	4.1	56.3	3.9	7.3
OHIO...............	62200	10.1	5.0	1.8	6.3	10.8	4.7	34.2	8.0	12.5
PENNSYLVANIA........	88400	3.3	3.2	1.6	1.7	17.8	4.1	55.0	1.8	3.8
TEXAS..............	36400	12.9	12.9	1.4	0.0	17.9	11.8	15.7	11.5	11.0
PUERTO RICO.........	39100	2.3	1.8	3.3	1.5	18.4	2.8	51.2	1.3	3.1

(CONTINUED)

Item 4.--continued

TABLE 19.--AFDC FAMILIES, BY STATUS OF MOTHER, 1969--CONTINUED

		MOTHER NOT IN THE HOME				
CENSUS DIVISION AND STATE	TOTAL FAMILIES	DEAD	DESERTED	IN MENTAL INSTI-TUTION	IN OTHER MEDICAL INSTI-TUTION	ABSENT FOR ANOTHER REASON
CENSUS DIVISION						
TOTAL:						
NUMBER............	1630500	38700	53000	3700	2700	35600
PERCENT...........	100.0	2.4	3.3	0.2	0.2	2.2
PUERTO RICO & V.I. .	39500	3.0	10.6	0.0	0.0	0.8
NEW ENGLAND.........	90900	1.4	1.8	0.3	0.0	2.1
MIDDLE ATLANTIC.....	400200	1.6	1.9	0.3	0.2	1.2
EAST NORTH CENTRAL..	225900	2.4	2.6	0.2	0.1	1.9
WEST NORTH CENTRAL..	88700	2.5	2.9	0.0	0.3	2.8
SOUTH ATLANTIC......	204800	3.5	4.9	0.4	0.1	4.1
EAST SOUTH CENTRAL..	113000	4.8	5.8	0.4	0.1	2.3
WEST SOUTH CENTRAL..	108900	2.3	4.0	0.2	0.0	1.8
MOUNTAIN............	54000	2.2	3.9	0.0	0.2	1.5
PACIFIC.............	304600	1.9	2.7	0.1	0.2	2.7
SELECTED STATES						
TOTAL:						
NUMBER............	1103700	23300	31300	2400	1800	21200
PERCENT...........	100.0	2.1	2.8	0.2	0.2	1.9
CALIFORNIA..........	263300	2.2	2.7	0.1	0.2	2.6
FLORIDA.............	44900	3.8	5.8	0.7	0.4	6.5
GEORGIA.............	41000	4.1	6.1	0.2	0.2	3.9
ILLINOIS............	74800	3.6	3.6	0.0	0.0	0.5
LOUISIANA...........	39600	2.5	2.8	0.0	0.0	2.3
MASSACHUSETS........	49200	1.2	1.6	0.4	0.0	1.0
MICHIGAN............	53000	1.7	0.9	0.2	0.0	2.3
NEW JERSEY..........	53000	2.5	1.3	0.4	0.6	0.8
NEW YORK............	258800	1.4	1.8	0.2	0.2	0.9
OHIO................	62200	1.4	2.6	0.2	0.2	2.3
PENNSYLVANIA........	88400	1.9	2.6	0.6	0.3	2.4
TEXAS...............	36400	0.8	2.2	0.5	0.0	1.4
PUERTO RICO.........	39100	3.1	10.5	0.0	0.0	0.8

Item 5.

NCSS Brief Report 69-12

STATUS OF THE AFDC FATHER AND MOTHER, MAY 1969

Status of fathers

Preliminary data from a national survey of the May 1969 AFDC caseload indicate that three-fourths of the AFDC fathers were absent from the home because of divorce, separation, desertion, unmarried status, or for other reasons. Fathers not married to mothers of the AFDC children represented the largest group in the absent father classification and accounted for 28 percent of the total number of AFDC families. Divorced or separated fathers comprised 27 percent and fathers who had deserted their families another 16 percent of the total caseload.

Twelve percent of the fathers were incapacitated, 6 percent were dead, 5 percent unemployed, and 3 percent of the families were financially deprived for other reasons.

Comparison with 1967.--From 1967 to 1969 the distribution of families by status of father changed little, although the proportion of "absent father" cases increased slightly, from 74.2 to 75.4 percent of all cases. Nearly all types of cases increased, but they did so at varying rates. Among the larger categories (50,000 or more) the percentage increases were as follows:

	Percentage increase
Separated without court decree	45
Divorced	39
Not married to mother	33
Dead	27
Incapacitated	23
Unemployed	20
Deserted	12

Status of mothers

The mothers of the AFDC children were in the home in 92 percent of the families. Thirteen percent of the mothers were gainfully employed in regular jobs at the time of the study, either full or part time. In addition, 7 percent of the mothers were either enrolled in a work or training program, or were awaiting enrollment after referral to WIN. The mother was not able to work because she was needed in the home as a full-time homemaker in 35 percent of the AFDC families and in another 36 percent of the cases she was not employed because she was either physically or mentally incapacitated, had no marketable skills, suitable employment was not available, or for other reasons.

In 8 percent of the AFDC families, there was no mother in the home because she had died, deserted her family, was in a mental or other type of medical institution, or was absent for other reasons.

Comparison with 1967.--The 1969 data on status of the AFDC mother do not differ importantly from data derived from the 1967 study. In each of these years, the AFDC mother was in the home in about 92 percent of the cases. A small increase in the percentage of mothers who worked full time was offset by a small decline in the percentage who worked part time, resulting in no significant difference from 1967 to 1969 in the proportion of AFDC mothers who were working. In 1967, 6.6 percent of the AFDC mothers worked full time and 7.1 percent worked part time. In 1969, those who worked full time rose to 7.5, but the percentage working part time dropped to 5.8.

Item 5.--continued

Table 1.--Aid to families with dependent children: Status of father, 1967 and 1969

Status of father	Distribution of families by status of father				Percentage change in number, 1967-1969
	Number		Percentage		
	1969	1967	1969	1967	
Total families	1,630,000	1,278,000	100.0	100.0	+27.6
Dead	89,700	70,400	5.5	5.5	+27.4
Incapacitated	188,000	153,000	11.5	11.9	+22.8
Unemployed	79,000	66,100	4.8	5.2	+19.5
Absent from home, total	1,230,000	948,000	75.4	74.2	+29.7
Divorced	224,000	161,000	13.7	12.6	+39.1
Legally separated	45,200	34,200	2.8	2.7	+32.2
Separated without court decree	178,000	123,000	10.9	9.6	+44.7
Deserted	259,000	232,000	15.9	18.1	+11.6
Not married to mother	455,000	342,000	27.9	26.7	+33.0
In prison	42,100	38,200	2.6	3.0	+10.2
Other absence	26,700	17,600	1.6	1.4	+51.7
Other status:					
Stepfather case	30,400	23,900	1.9	1.9	+27.2
Children deprived of support or care of mother	14,400	17,000	.9	1.3	-15.3
Not reported	200	---	(1/)	---	---

1/ Less than 0.05.

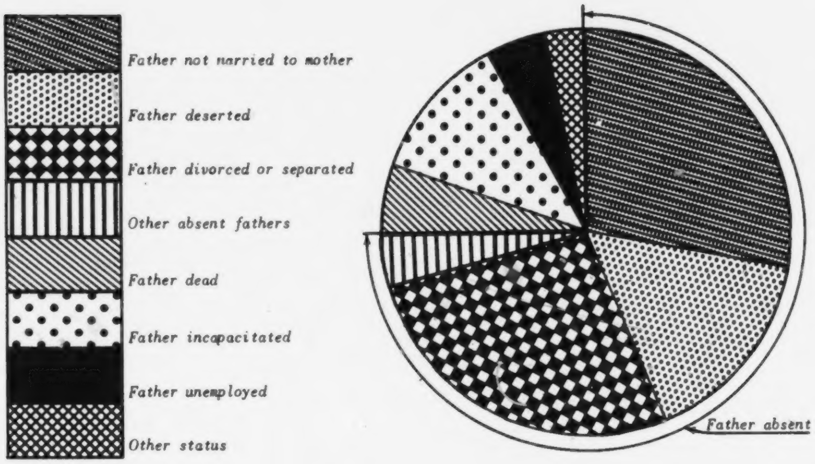
Item 5.--continued

Table 2.--Aid to families with dependent children: Status of mother, 1967 and 1969

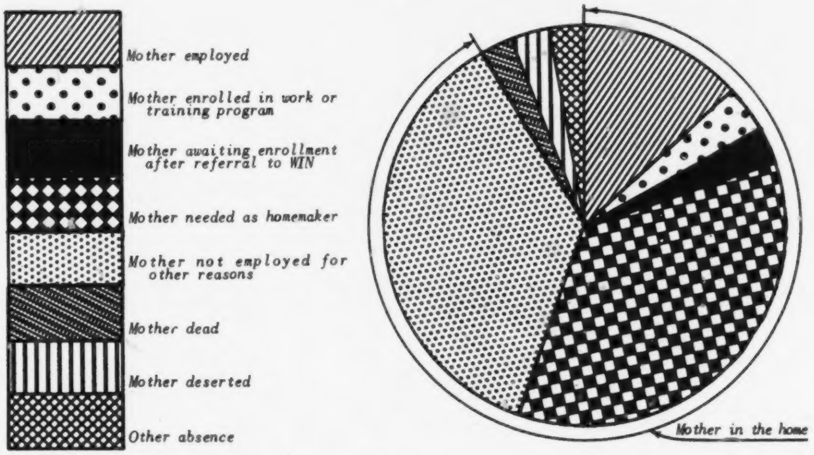
Status of mother	Distribution of families by status of mother				Percentage change in number, 1967-1969
	Number		Percentage		
	1969	1967	1969	1967	
Total families	1,630,000	1,278,000	100.0	100.0	+27.5
Mother in the home, total	1,497,000	1,169,000	91.8	91.5	+28.1
Employed:					
Full time	123,000	84,100	7.5	6.6	+46.3
Part time	94,600	90,600	5.8	7.1	+4.4
Not employed:					
Incapacitated	224,000	173,000	13.7	13.6	+29.5
No marketable skills	113,000	147,000	6.9	11.5	-23.1
Needed as homemaker	578,000	494,000	35.5	38.6	+17.0
Other	364,000	180,000	22.3	14.1	+102.2
Mother not in the home, total	133,600	109,000	8.2	8.5	+22.6
Dead	38,600	34,200	2.4	2.7	+12.9
Deserted	53,000	41,000	3.3	3.2	+29.3
In mental institution	3,700	5,000	.2	.4	-26.0
In other medical institution	2,700	2,000	.2	.2	+35.0
Absent for other reason or reason not reported	35,600	26,700	2.2	2.1	+33.0

Item 5.--continued

STATUS OF AFDC FATHER, 1969 1/



STATUS OF AFDC MOTHER, 1969 1/



1/ *Preliminary data from 1969 AFDC Study.*

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Item 6.

TABLE 20.—AFDC FAMILIES, BY AGE OF MOTHER, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	AGE OF MOTHER IN YEARS										MEDIAN AGE
		UNDER 20	20 TO 24	25 TO 29	30 TO 34	35 TO 39	40 TO 44	45 TO 54	55 TO 64	65 AND OVER	UNKNOWN	
CENSUS DIVISION												
TOTAL:												
NUMBER............	1630500	107600	272300	287200	268400	227400	178400	188900	38700	2100	59500	32.2
PERCENT..........	100.0	6.6	16.7	17.6	16.5	13.9	10.9	11.6	2.4	0.1	3.6	
PUERTO RICO & V.I. .	39500	1.3	7.3	11.6	13.9	13.4	12.4	16.7	2.5	0.0	20.8	37.0
NEW ENGLAND.........	90900	4.8	18.2	22.6	18.6	14.0	8.7	9.7	1.3	0.1	2.1	30.9
MIDDLE ATLANTIC.....	400200	5.4	18.0	17.9	17.7	14.7	10.9	10.3	1.5	0.1	3.6	31.9
EAST NORTH CENTRAL..	225900	6.2	17.6	19.3	16.2	14.1	10.8	11.6	1.5	0.1	2.5	31.8
WEST NORTH CENTRAL..	88700	6.1	13.5	19.7	18.6	13.4	11.6	11.4	3.3	0.3	2.0	32.6
SOUTH ATLANTIC......	204800	6.1	14.4	16.2	17.0	14.4	11.4	11.7	3.4	0.1	5.5	33.1
EAST SOUTH CENTRAL..	113000	7.3	11.7	13.5	14.2	13.4	11.6	18.0	4.6	0.3	5.5	35.2
WEST SOUTH CENTRAL..	108900	4.3	11.6	16.9	15.0	14.2	13.3	17.5	4.8	0.2	2.2	35.4
MOUNTAIN............	54000	6.9	18.1	15.6	14.3	14.8	10.0	13.7	3.5	0.2	3.0	32.8
PACIFIC.............	304600	10.6	21.1	17.8	15.5	12.7	10.1	8.3	1.6	0.1	2.0	29.9
SELECTED STATES												
TOTAL:												
NUMBER............	1103700	74000	194600	197700	182300	152500	121400	118500	20300	1100	41300	31.8
PERCENT..........	100.0	6.7	17.6	17.9	16.5	13.8	11.0	10.7	1.8	0.1	3.7	
CALIFORNIA..........	263300	10.7	21.0	17.9	15.5	12.9	10.3	8.1	1.6	0.2	2.0	29.9
FLORIDA.............	44900	6.5	13.8	18.3	18.5	12.7	10.9	10.2	1.6	0.0	7.6	32.1
GEORGIA.............	41000	7.6	16.3	11.7	14.1	14.9	12.0	13.2	4.4	0.0	5.9	34.1
ILLINOIS............	74800	5.7	17.2	19.0	15.1	15.2	11.0	10.7	2.0	0.0	4.0	32.0
LOUISIANA...........	39600	2.8	9.8	18.7	14.1	13.6	13.6	17.9	5.3	0.5	3.5	36.0
MASSACHUSETS........	49200	5.7	18.5	23.4	17.9	13.0	8.5	10.2	1.2	0.0	1.6	30.4
MICHIGAN............	53000	7.2	20.0	20.4	14.9	12.1	10.8	12.1	1.1	0.0	1.5	30.6
NEW JERSEY..........	53000	4.5	16.4	20.8	18.9	15.8	10.6	8.7	1.3	0.0	3.0	31.8
NEW YORK............	258800	5.3	17.5	17.5	17.3	15.0	11.7	10.4	1.5	0.1	3.6	32.2
OHIO................	62200	6.1	18.0	19.3	19.3	12.4	10.5	11.7	1.0	0.3	1.4	31.5
PENNSYLVANIA........	88400	6.3	20.1	17.3	18.0	13.0	8.9	10.7	1.6	0.1	3.8	31.2
TEXAS...............	36400	4.9	11.5	15.1	15.4	15.1	16.5	15.4	3.8	0.0	2.2	35.6
PUERTO RICO.........	39100	1.3	6.9	11.5	14.1	13.6	12.5	16.9	2.3	0.0	21.0	37.1

Item 7.

TABLE 21.—AFDC FAMILIES, BY HIGHEST GRADE OF SCHOOL COMPLETED BY MOTHER, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	HIGHEST GRADE OF SCHOOL COMPLETED							
		ELEMENTARY SCHOOL			HIGH SCHOOL		COLLEGE		
		LESS THAN 5TH GRADE OR NONE	5TH TO 7TH GRADE	8TH GRADE	1ST TO 3RD YEAR	HIGH SCHOOL GRADUATE	1ST TO 3RD YEAR	COLLEGE GRADUATE	UNKNOWN
CENSUS DIVISION									
TOTAL:									
NUMBER............	1630500	131200	179400	169300	501300	260400	33300	2800	352800
PERCENT............	100.0	8.0	11.0	10.4	30.7	16.0	2.0	0.2	21.6
PUERTO RICO & V.I. .	39500	52.2	19.2	4.8	4.1	1.3	0.5	0.0	18.0
NEW ENGLAND.........	90900	3.3	7.7	9.9	35.6	22.2	2.9	0.3	18.0
MIDDLE ATLANTIC.....	400200	5.6	7.6	9.0	29.1	14.6	1.7	0.1	32.1
EAST NORTH CENTRAL..	225900	3.6	10.4	11.4	41.3	19.6	1.6	0.0	12.1
WEST NORTH CENTRAL..	88700	2.5	7.8	15.2	36.1	24.9	2.0	0.6	10.9
SOUTH ATLANTIC......	204800	8.9	17.2	10.7	27.5	10.5	1.0	0.0	24.1
EAST SCUTH CENTRAL..	113000	15.6	22.7	15.8	22.7	7.7	1.1	0.0	14.4
WEST SOUTH CENTRAL..	108900	17.1	19.1	12.3	25.5	11.3	1.4	0.1	13.2
MOUNTAIN............	54000	11.3	10.4	12.6	32.0	16.3	3.0	0.7	13.7
PACIFIC.............	304600	4.6	5.4	7.6	32.3	20.8	3.9	0.3	25.0
SELECTED STATES									
TOTAL:									
NUMBER............	1103700	86500	104900	97700	337300	175200	24300	1800	276000
PERCENT............	100.0	7.8	9.5	8.9	30.6	15.9	2.2	0.2	25.0
CALIFORNIA..........	263300	4.9	5.5	6.8	31.1	19.9	4.1	0.3	27.3
FLORIDA.............	44900	7.1	13.8	9.8	28.1	14.0	2.2	0.0	24.9
GEORGIA.............	41000	6.6	14.1	6.3	20.2	7.8	0.5	0.0	44.4
ILLINOIS............	74800	6.1	15.2	11.5	41.4	15.4	2.4	0.1	7.8
LOUISIANA...........	39600	15.2	21.7	11.6	24.0	8.6	1.0	0.0	17.9
MASSACHUSETS........	49200	3.0	8.7	8.5	37.4	25.0	3.0	0.6	13.6
MICHIGAN............	53000	3.2	5.8	10.9	37.7	19.6	1.1	0.0	21.5
NEW JERSEY..........	53000	6.4	8.7	8.1	34.5	17.4	4.0	0.2	20.8
NEW YORK............	258800	6.7	7.2	8.7	24.2	13.4	1.6	0.1	38.1
OHIO................	62200	2.1	9.8	12.7	47.1	21.9	0.8	0.0	5.6
PENNSYLVANIA........	88400	1.9	8.3	10.6	40.3	16.5	0.7	0.2	21.5
TEXAS...............	36400	26.4	18.4	10.2	22.5	8.0	1.4	0.3	12.9
PUERTO RICO.........	39100	52.7	19.4	4.6	4.1	1.3	0.5	0.0	17.4

Item 8.

TABLE 22.--UNEMPLOYED AFDC MOTHERS, BY YEAR WHEN MOTHER LEFT HER LAST JOB, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	YEAR WHEN MOTHER LEFT HER LAST JOB									
		1969	1968	1966-67	1964-65	1959-63	1954-58	1949-53	BEFORE 1949	UNKNOWN	INAPPLI-CABLE
CENSUS DIVISION											
TOTAL:											
NUMBER............	1630500	78400	168000	158500	75900	86100	42600	18200	11300	364300	627200
PERCENT...........	100.0	4.8	10.3	9.7	4.7	5.3	2.6	1.1	0.7	22.3	38.5
PUERTO RICO & V.I. .	39500	1.3	2.8	2.5	1.5	1.3	0.8	0.3	0.8	26.1	62.8
NEW ENGLAND.........	90900	5.9	11.8	10.5	6.2	6.7	5.0	1.4	1.4	28.3	22.9
MIDDLE ATLANTIC.....	400200	3.5	10.4	10.6	7.1	7.4	3.9	1.6	0.8	21.7	32.8
EAST NORTH CENTRAL..	225900	5.4	12.0	12.1	4.2	5.8	3.8	2.0	0.9	18.8	35.1
WEST NORTH CENTRAL..	88700	4.3	8.8	9.8	4.2	6.2	2.6	1.0	0.2	18.4	44.5
SOUTH ATLANTIC......	204800	6.0	11.1	7.4	3.4	3.5	1.4	0.8	0.8	24.2	41.5
EAST SOUTH CENTRAL..	113000	3.2	7.3	8.9	3.1	3.7	0.9	0.4	0.4	20.1	51.9
WEST SOUTH CENTRAL..	108900	5.7	12.6	10.1	5.1	3.9	0.7	0.5	0.6	13.8	47.1
MOUNTAIN............	54000	6.5	9.3	9.1	2.4	4.4	2.0	0.6	0.4	22.4	43.0
PACIFIC.............	304600	5.6	9.9	9.3	3.5	4.3	1.8	0.7	0.4	27.4	37.1
SELECTED STATES											
TOTAL:											
NUMBER............	1103700	52500	115800	110000	56400	62100	32000	13600	8900	243400	409000
PERCENT...........	100.0	4.8	10.5	10.0	5.1	5.6	2.9	1.2	0.8	22.1	37.1
CALIFORNIA..........	263300	5.1	9.5	9.2	3.7	4.5	1.7	0.6	0.5	27.0	38.4
FLORIDA.............	44900	12.9	10.7	5.1	2.2	0.9	0.4	0.7	0.0	21.4	45.7
GEORGIA.............	41000	2.9	12.7	6.1	2.2	2.9	1.0	0.5	1.5	21.7	48.5
ILLINOIS............	74800	3.9	11.0	14.0	4.4	7.2	5.5	3.3	1.6	14.0	35.0
LOUISIANA...........	39600	6.3	13.6	11.4	3.5	3.0	0.8	0.3	0.5	16.2	44.4
MASSACHUSETS........	49200	5.7	11.6	10.0	7.3	7.3	5.1	1.4	0.0	27.4	22.2
MICHIGAN............	53000	4.9	15.3	14.3	6.0	5.1	4.0	1.9	0.9	18.3	29.2
NEW JERSEY..........	53000	4.2	10.0	10.4	3.6	6.2	2.3	0.6	1.3	34.5	27.0
NEW YORK............	258800	2.5	9.9	10.6	8.6	7.9	4.0	1.9	0.7	19.6	34.5
OHIO................	62200	6.1	10.8	10.0	3.4	6.8	2.9	0.8	0.6	18.3	40.4
PENNSYLVANIA........	68400	6.1	12.0	11.0	5.1	6.9	4.8	1.6	0.9	20.1	31.6
TEXAS...............	[illegible]	8.2	11.8	9.9	5.5	3.6	0.3	0.5	0.5	15.4	44.2
PUERTO RICO.........	[illegible]	1.3	2.6	2.6	1.5	1.3	0.8	0.3	0.8	25.6	63.4

Item 9.

TABLE 23.--AFDC FAMILIES, BY CHILD-CARE ARRANGEMENTS FOR CHILDREN UNDER 3 YEARS OF AGE WHILE MOTHER WORKS OR IS ENROLLED IN A WORK OR TRAINING PROGRAM, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	INAPPLI-CABLE *1*	MOTHER WORKS OR IS ENROLLED IN A WORK OR TRAINING PROGRAM. CHILDREN UNDER 3 CARED FOR									
				IN OWN HOME BY		IN ANOTHER HOME BY		THROUGH OTHER ARRANGEMENTS				
			TOTAL	RELATIVE	NON-RELATIVE	RELATIVE	NON-RELATIVE	GROUP CARE CENTER	CHILD LOOKS AFTER SELF	MOTHER LOOKS AF-TER CHILD WHILE WORKING OR BEING TRAINED	OTHER	ARRANGE-MENTS UNKNOWN
TOTAL:												
NUMBER	1 630 500	1 556 000	74 500	22 000	11 300	8 800	17 700	5 100	0	2 400	500	6 700
PERCENT	100.0	95.4	4.6	1.3	0.7	0.5	1.1	0.3	0.0	0.1	0.0	0.4
CENSUS DIVISION:												
NEW ENGLAND	90 900	97.4	2.6	0.4	0.7	0.3	0.6	0.0	0.0	0.3	0.0	0.3
MIDDLE ATLANTIC	400 200	97.1	2.9	0.7	0.5	0.4	0.9	0.1	0.0	0.1	0.0	0.1
EAST NORTH CENTRAL	225 900	95.0	5.0	1.6	1.1	0.4	1.2	0.1	0.0	0.2	0.0	0.4
WEST NORTH CENTRAL	88 700	93.9	6.1	2.0	0.6	0.9	1.5	0.2	0.0	0.1	0.0	0.8
SOUTH ATLANTIC	204 800	94.1	5.9	1.8	0.6	0.5	1.5	0.8	0.0	0.1	0.0	0.4
EAST SOUTH CENTRAL	113 000	95.4	4.6	2.1	0.2	0.4	0.8	0.4	0.0	0.4	0.0	0.4
WEST SOUTH CENTRAL	108 900	94.8	5.2	1.5	0.4	0.9	0.6	0.7	0.0	0.4	0.1	0.7
MOUNTAIN	54 000	95.4	4.6	1.3	0.9	1.3	0.6	0.4	0.0	0.0	0.2	0.0
PACIFIC	304 600	94.0	6.0	1.5	1.1	0.7	1.5	0.3	0.0	0.0	0.0	0.8
SELECTED STATES:												
CALIFORNIA	263 300	94.0	6.0	1.7	1.2	0.6	1.5	0.2	0.0	0.0	0.0	0.8
FLORIDA	44 900	86.9	13.1	3.6	1.3	0.9	4.0	2.7	0.0	0.4	0.0	0.2
GEORGIA	41 000	92.9	7.1	2.7	0.2	1.2	1.2	0.5	0.0	0.0	0.0	1.2
ILLINOIS	74 800	94.3	5.7	2.0	1.1	0.8	1.3	0.1	0.0	0.1	0.0	0.3
LOUISIANA	39 600	96.0	4.0	1.3	0.8	0.3	0.0	0.8	0.0	0.5	0.0	0.5
MASSACHUSETTS	49 200	97.8	2.2	0.4	0.4	0.2	0.6	0.0	0.0	0.4	0.0	0.2
MICHIGAN	53 000	97.2	2.8	1.1	1.1	0.0	0.0	0.0	0.0	0.4	0.2	0.0
NEW JERSEY	53 000	98.1	1.9	0.4	0.6	0.4	0.4	0.0	0.0	0.2	0.0	0.0
NEW YORK	258 800	96.7	3.3	0.8	0.5	0.4	1.3	0.2	0.0	0.1	0.1	0.1
OHIO	62 200	95.2	4.8	1.6	0.8	0.0	1.3	0.2	0.0	0.2	0.0	0.8
PENNSYLVANIA	88 400	97.9	2.1	0.7	0.5	0.5	0.2	0.1	0.0	0.0	0.0	0.2
TEXAS	36 400	93.1	6.9	1.1	0.0	1.1	1.1	1.4	0.0	0.3	0.3	1.6
PUERTO RICO	39 100	99.0	1.0	0.8	0.0	0.0	0.0	0.3	0.0	0.0	0.0	0.0

1 EITHER MOTHER NOT IN THE HOME, NOT EMPLOYED,NOT IN A WORK OR TRAINING PROGRAM, OR NO CHILDREN UNDER 3.

Item 10.

TABLE 26.—AFDC FAMILIES, BY CHILD-CARE ARRANGEMENTS FOR CHILDREN AGED 3-5 WHILE MOTHER WORKS OR IS ENROLLED IN A WORK OR TRAINING PROGRAM, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	INAPPLI- CABLE *1*	MOTHER WORKS OR IS ENROLLED IN A WORK OR TRAINING PROGRAM. CHILDREN AGED 3-5 CARED FOR									
								THROUGH OTHER ARRANGEMENTS				
				IN OWN HOME BY		IN ANOTHER HOME BY						
			TOTAL	RELATIVE	NON- RELATIVE	RELATIVE	NON- RELATIVE	GROUP CARE CENTER	CHILD LOOKS AFTER SELF	MOTHER LOOKS AF- TER CHILD WHILE WORKING OR BEING TRAINED	OTHER	ARRANGE- MENTS UNKNOWN
TOTAL:												
NUMBER.............	1 630 500	1 530 500	100 000	24 800	17 800	11 300	19 600	13 100	700	4 000	700	8 000
PERCENT.............	100.0	93.9	6.1	1.5	1.1	0.7	1.2	0.8	0.0	0.2	0.0	0.5
CENSUS DIVISION:												
NEW ENGLAND..........	90 900	94.8	5.2	1.0	1.1	1.1	0.7	0.7	0.0	0.1	0.0	0.6
MIDDLE ATLANTIC......	400 200	96.4	3.6	0.8	0.8	0.2	1.1	0.4	0.0	0.1	0.0	0.1
EAST NORTH CENTRAL..	225 900	94.4	5.6	1.3	1.3	0.7	1.0	0.6	0.1	0.3	0.0	0.3
WEST NORTH CENTRAL..	88 700	90.5	9.5	2.1	2.0	1.1	2.0	0.6	0.0	0.3	0.0	1.2
SOUTH ATLANTIC......	204 800	91.5	8.5	2.4	0.8	0.7	2.0	1.6	0.0	0.3	0.0	0.7
EAST SOUTH CENTRAL..	113 000	91.9	8.1	3.4	0.5	1.2	0.7	1.0	0.1	0.6	0.0	0.6
WEST SOUTH CENTRAL..	108 900	92.6	7.4	1.9	0.8	1.2	1.0	1.1	0.1	0.4	0.0	0.9
MOUNTAIN............	54 000	93.7	6.3	0.7	1.1	1.7	1.3	0.9	0.0	0.6	0.0	0.0
PACIFIC.............	304 600	93.2	6.8	1.3	1.6	0.5	1.3	1.0	0.1	0.2	0.2	0.7
SELECTED STATES:												
CALIFORNIA..........	263 300	92.6	7.2	1.4	1.8	0.6	1.3	0.9	0.1	0.2	0.2	0.7
FLORIDA.............	44 900	83.5	16.5	3.6	1.8	1.6	4.2	4.0	0.0	0.2	0.0	1.1
GEORGIA.............	41 000	87.3	12.7	4.6	0.5	1.5	2.4	1.0	0.0	0.7	0.0	2.0
ILLINOIS............	74 800	94.1	5.9	1.3	1.3	0.8	1.5	0.5	0.1	0.3	0.0	0.0
LOUISIANA...........	39 600	92.4	7.6	1.8	1.5	1.3	0.5	1.0	0.0	0.8	0.0	0.8
MASSACHUSETTS.......	49 200	94.3	5.7	1.2	1.4	1.0	0.8	1.0	0.0	0.2	0.0	0.0
MICHIGAN............	53 000	96.6	3.4	1.7	0.9	0.0	0.2	0.2	0.0	0.2	0.2	0.0
NEW JERSEY..........	53 000	96.6	3.4	0.4	0.4	0.4	1.7	0.2	0.0	0.0	0.0	0.4
NEW YORK............	258 800	96.4	3.6	0.9	0.9	0.2	1.2	0.5	0.0	0.0	0.0	0.0
OHIO................	62 200	93.9	6.1	0.8	1.3	0.8	1.3	0.8	0.0	0.2	0.0	1.0
PENNSYLVANIA........	88 400	96.0	4.0	1.0	0.8	0.5	0.5	0.3	0.0	0.6	0.0	0.3
TEXAS...............	36 400	91.5	8.5	1.6	0.5	1.6	1.4	1.1	0.3	0.3	0.0	1.6
PUERTO RICO.........	39 100	97.7	2.3	1.3	0.0	0.5	0.0	0.3	0.3	0.0	0.0	0.0

1 EITHER MOTHER NOT IN THE HOME, NOT EMPLOYED, NOT IN A WORK OR TRAINING PROGRAM OR NO CHILDREN AGED 3-5.

Item 11.

TABLE 29.--AFDC FAMILIES, BY CHILD-CARE ARRANGEMENTS FOR CHILDREN AGED 6-14 WHILE MOTHER WORKS OR IS ENROLLED IN A WORK OR TRAINING PROGRAM, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	INAPPLI-CABLE *1*	MOTHER WORKS OR IS ENROLLED IN A WORK OR TRAINING PROGRAM. CHILDREN AGED 6-14 CARED FOR									
				IN OWN HOME BY		IN ANOTHER HOME BY		THROUGH OTHER ARRANGEMENTS				
			TOTAL	RELATIVE	NON-RELATIVE	RELATIVE	NON-RELATIVE	GROUP CARE CENTER	CHILD LOOKS AFTER SELF	MOTHER LOOKS AFTER CHILD WHILE WORKING OR BEING TRAINED	OTHER	ARRANGE-MENTS UNKNOWN
TOTAL:												
NUMBER..............	1 630 500	1 470 100	160 400	46 900	17 600	12 400	20 100	4 300	26 900	11 300	6 100	14 800
PERCENT..............	100.0	90.2	9.8	2.9	1.1	0.8	1.2	0.3	1.6	0.7	0.4	0.9
CENSUS DIVISION:												
NEW ENGLAND.........	90 900	91.3	8.7	1.8	0.9	0.6	1.2	0.2	1.4	0.7	1.0	1.0
MIDDLE ATLANTIC.....	400 200	94.5	5.5	1.1	0.7	0.3	1.1	0.1	1.1	0.3	0.3	0.6
EAST NORTH CENTRAL..	225 900	91.5	8.5	1.9	1.5	0.8	0.8	0.3	1.3	0.6	0.4	0.7
WEST NORTH CENTRAL..	88 700	84.3	15.7	4.7	2.3	0.9	2.4	0.1	2.7	1.0	0.2	1.4
SOUTH ATLANTIC......	204 800	85.0	15.0	5.1	0.8	1.2	2.1	0.4	2.6	1.1	0.3	1.2
EAST SOUTH CENTRAL..	113 000	86.6	13.4	5.9	0.4	1.1	1.1	0.1	2.4	1.4	0.3	0.7
WEST SOUTH CENTRAL..	108 900	83.6	16.4	5.4	0.8	1.5	1.0	0.5	2.9	1.2	1.1	2.0
MOUNTAIN............	54 000	92.8	7.2	1.3	0.9	1.1	0.4	0.6	1.7	0.7	0.4	0.2
PACIFIC.............	304 600	90.5	9.5	2.6	1.7	0.7	1.2	0.4	1.1	0.6	0.2	1.0
SELECTED STATES:												
CALIFORNIA..........	263 300	89.6	10.4	2.8	1.8	0.8	1.4	0.5	1.3	0.6	0.2	1.1
FLORIDA.............	44 900	72.4	27.6	7.1	1.6	2.0	3.1	1.8	7.3	2.2	0.4	2.0
GEORGIA.............	41 000	75.6	24.4	7.8	1.2	2.9	4.1	0.2	2.7	1.5	0.7	3.2
ILLINOIS............	74 800	91.7	8.3	1.7	1.5	0.4	1.6	0.0	2.0	0.5	0.3	0.3
LOUISIANA...........	39 600	84.1	15.9	6.1	1.5	0.8	0.3	0.3	2.8	0.8	2.3	1.3
MASSACHUSETTS.......	49 200	92.7	7.3	1.8	0.8	0.4	0.6	0.4	1.2	0.4	1.4	0.2
MICHIGAN............	53 000	96.8	3.2	1.5	0.0	0.2	0.2	0.0	0.4	0.6	0.2	0.2
NEW JERSEY..........	53 000	91.5	8.5	1.1	0.8	0.2	1.5	0.2	1.7	0.6	0.8	1.7
NEW YORK............	258 800	94.8	5.2	1.1	0.9	0.2	1.2	0.1	1.2	0.2	0.2	0.3
OHIO................	62 200	89.4	10.6	2.4	2.1	1.3	0.8	0.8	1.1	0.3	0.3	1.4
PENNSYLVANIA........	88 400	95.5	4.5	1.1	0.3	0.7	0.3	0.1	0.5	0.5	0.3	0.7
TEXAS...............	36 400	77.7	22.3	6.3	0.8	3.3	1.4	0.5	3.0	2.2	0.5	4.1
PUERTO RICO.........	39 100	97.2	2.8	1.5	0.0	0.3	0.0	0.0	0.5	0.0	0.0	0.5

1 EITHER MOTHER NOT IN THE HOME, NOT EMPLOYED, NOT IN A WORK OR TRAINING PROGRAM OR NO CHILDREN AGED 6-14.

Item 12.

TABLE 43.--AFDC FAMILIES, BY MEMBERS OF THE ASSISTANCE GROUP REFERRED TO WIN, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	NO MEMBER REFERRED	MEMBER(S) REFERRED *1*				
			TOTAL	MOTHER	FATHER	CHILD(REN) AGED 16 OR OVER	OTHER MEMBER(S)
TOTAL:							
NUMBER................	1 630 500	1 416 600	213 900	148 100	57 300	14 700	200
PERCENT...............	100.0	86.9	13.1	9.1	3.5	.9	.0
CENSUS DIVISION:							
NEW ENGLAND...........	90 900	78.9	21.1	17.7	3.1	1.1	.0
MIDDLE ATLANTIC.......	400 200	88.9	11.1	6.5	3.7	1.0	.0
EAST NORTH CENTRAL...	225 900	82.7	17.3	12.9	3.1	1.9	.0
WEST NORTH CENTRAL...	88 700	92.4	7.6	6.5	1.1	.2	.1
SOUTH ATLANTIC........	204 800	92.9	7.1	4.3	2.6	.3	.0
EAST SOUTH CENTRAL...	113 000	87.5	12.5	12.1	.3	.4	.0
WEST SOUTH CENTRAL...	103 900	98.5	1.5	1.5	.0	.0	.0
MOUNTAIN..............	54 000	88.0	12.0	8.0	3.5	.7	.0
PACIFIC...............	304 600	79.4	20.6	12.8	7.7	1.0	.0
SELECTED STATES:							
CALIFORNIA............	263 300	79.3	20.7	12.6	8.1	.7	.0
FLORIDA...............	44 900	100.0	.0	.0	.0	.0	.0
GEORGIA...............	41 000	100.0	.0	.0	.0	.0	.0
ILLINOIS..............	74 800	86.9	13.1	9.0	2.8	2.0	.0
LOUISIANA.............	39 600	96.0	4.0	4.0	.0	.0	.0
MASSACHUSETTS.........	49 200	86.6	13.4	9.3	3.3	1.2	.0
MICHIGAN..............	53 000	72.5	27.5	23.0	2.1	2.1	.0
NEW JERSEY............	53 000	84.7	15.3	11.6	2.8	.6	.0
NEW YORK..............	258 800	89.1	10.9	6.3	3.6	1.2	.0
OHIO..................	62 200	82.0	18.0	11.9	4.7	2.6	.0
PENNSYLVANIA..........	88 400	90.6	9.4	4.0	4.6	.8	.1
TEXAS.................	36 400	100.0	.0	.0	.0	.0	.0
PUERTO RICO...........	39 100	88.0	12.0	9.2	1.0	1.8	.0

1 THE SUM OF THE ITEMS MAY EXCEED TOTAL BECAUSE IN SOME FAMILIES MORE THAN ONE MEMBER WAS REFERRED.

Item 13.

TABLE 44.—AFDC FAMILIES, BY MEMBERS OF THE ASSISTANCE GROUP
FORMERLY OR CURRENTLY
ENROLLED IN WIN, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	NO MEMBER ENROLLED	MEMBERS ENROLLED *1*				
			TOTAL	MOTHER	FATHER	CHILD(REN) AGED 16 OR OVER	OTHER MEMBER(S)
TOTAL:							
NUMBER...............	1 630 500	1 529 900	100 600	61 000	33 800	6 600	100
PERCENT..............	100.0	93.8	6.2	3.7	2.1	.4	.0
CENSUS DIVISION:							
NEW ENGLAND..........	90 900	92.5	7.5	5.4	1.7	.4	.0
MIDDLE ATLANTIC......	400 200	94.5	5.5	3.1	1.8	.6	.0
EAST NORTH CENTRAL...	225 900	92.5	7.5	4.6	2.1	.8	.0
WEST NORTH CENTRAL...	88 700	97.1	2.9	2.1	.7	.1	.1
SOUTH ATLANTIC.......	204 800	96.7	3.3	1.4	1.8	.1	.0
EAST SOUTH CENTRAL...	113 000	95.6	4.4	4.2	.1	.2	.0
WEST SOUTH CENTRAL...	108 900	98.8	1.2	1.2	.0	.0	.0
MOUNTAIN.............	54 000	93.7	6.3	3.3	2.8	.2	.0
PACIFIC..............	304 600	89.3	10.7	6.1	4.5	.3	.0
SELECTED STATES:							
CALIFORNIA...........	263 300	89.0	11.0	6.2	4.8	.2	.0
FLORIDA..............	44 900	100.0	.0	.0	.0	.0	.0
GEORGIA..............	41 000	100.0	.0	.0	.0	.0	.0
ILLINOIS.............	74 800	92.4	7.6	4.8	1.7	1.2	.0
LOUISIANA............	39 600	96.7	3.3	3.3	.0	.0	.0
MASSACHUSETTS........	49 200	91.5	8.5	5.7	2.4	.4	.0
MICHIGAN.............	53 000	89.1	10.9	8.3	1.9	.9	.0
NEW JERSEY...........	53 000	93.0	7.0	4.3	2.3	.4	.0
NEW YORK.............	258 800	93.9	6.1	3.6	1.9	.7	.0
OHIO.................	62 200	93.6	6.4	2.4	3.2	.8	.0
PENNSYLVANIA.........	88 400	97.2	2.8	.9	1.6	.3	.0
TEXAS................	36 400	100.0	.0	.0	.0	.0	.0
PUERTO RICO..........	39 100	92.1	7.9	5.6	1.0	1.3	.0

1 THE SUM OF THE ITEMS MAY EXCEED TOTAL BECAUSE IN SOME FAMILIES MORE THAN ONE MEMBER WAS ENROLLED.

Item 14.

NCSS Report E-4 (12/31/70)

Preliminary: Subject to revision

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Social and Rehabilitation Service
National Center for Social Statistics

Child Care Arrangements of AFDC Recipients Under the Work Incentive Program as of the Last Day of the Quarter Ended December 31, 1970

The tables 1/ attached to this release show the child care arrangements for children receiving AFDC whose mothers were enrolled in the Work Incentive Program on December 31, 1970 and, as of this date, the number of mothers who could not be referred to the Work Incentive Program solely because such care was not available and the number of children lacking such care.

COVERAGE OF REPORTS

Reports were received from 48 States including one incomplete report (California excludes Orange County). Five States 2/ did not report and the WIN Program in New Hampshire had not been fully implemented.

THE 48 STATES REPORTING INCLUDED 94 PERCENT OF THE FAMILIES RECEIVING AFDC IN THE MONTH OF DECEMBER.

CHILD CARE ARRANGEMENTS

In 47 States 3/, 53,800 mothers or other caretakers were enrolled in the WIN Program as of December 31, 1970.

In the 48 States reporting, child care was provided for 127,000 children, of whom slightly more than 45 percent were under 6 years of age and slightly less than 55 percent were 6 through 14 years old.

Somewhat less than one-half of the children were cared for in their own homes; slightly more than one-tenth in relatives' homes; somewhat more than one-fifth in day care facilities; and somewhat more than one-fifth had other arrangements.

1/ A list of tables appears on page 4.
2/ Arizona, Guam, Texas, Virgin Islands, and Washington.
3/ Excludes Illinois. Number of mothers or other caretakers in Cook County not reported.

Item 14.--continued

Care in own home. Of the 51,200 4/ children cared for in their own homes, slightly less than seven percent were cared for by the father; somewhat more than one-half by another relative; slightly less than two-fifths by a non-relative; and slightly more than two percent by a homemaker. Less than one-half (45 percent) were under 6 years of age and more than one-half (55 percent) were 6 through 14 years of age.

Care in day care facilities. Altogether 26.500 4/ children were cared for in day care facilities, of whom somewhat more than one-half received care in a family day care home; slightly less than three percent in a group day care home; and somewhat less than one-half in a day care center. Somewhat more than three-fifths (63 percent) were under six years of age and somewhat less than two-fifths (37 percent) were 6 through 14 years of age.

Other arrangements. For 20,100 4/ children, arrangements other than those described above were made. For slightly more than one-half of the children, no special arrangements were made because the caretaker was working or in training only during the child's school hours; about one-fifth (6 through 14 years of age) looked after themselves; and somewhat less than three-tenths had some other type of arrangement. Most of these children (87 percent) were 6 through 14 years of age.

LACK OF CHILD CARE ARRANGEMENTS

In the 45 States reporting, 3,600 mothers or other caretakers could not be referred to the State Manpower Agency for enrollment in the WIN Program for the sole reason that child care arrangements were not available. Child care arrangements were not available for 8,500 children of whom slightly less than one-half (49 percent) were under 6 years of age and slightly more than one-half (51 percent) were 6 through 14 years of age. 5/

In these 45 States, the mothers who lacked necessary child care arrangements comprised somewhat less than one-tenth of all those who needed arrangements in order to accept work or training. Their children represented somewhat less than one-tenth of all children in both age groups, that is under 6 and 6 through 14 years of age, who needed such arrangements. 5/

4/ Excludes New York. Detail on arrangements not reported.

5/ Based on 45 States that represent 79 percent of the AFDC caseload for the month of December 1970. Excludes Arizona, Connecticut, Guam, Kentucky, New Hampshire, New York, Texas, Virgin Island, and Washington.

Item 14.--continued

COMPARISON OF CHILD CARE ARRANGEMENTS FOR THE QUARTERS ENDED SEPTEMBER 30, 1970 AND DECEMBER 31, 1970

In the 3-month period ended December 31, 1970, the number of mothers or other caretakers enrolled in the WIN Program increased by slightly more than five percent and the number of their children provided child care increased by five percent, both for children under 6 years of age and 6 through 14 years of age. 6/

Somewhat larger numbers of children were cared for under all types of arrangements in December than in September. The number of children cared for in their own homes increased by one percent; in relatives' homes, by three percent; in day care facilities, by eight percent; and other arrangements, by 15 percent. 6/

The number of mothers who could not be enrolled in the WIN Program for the sole reason that child care was not available decreased by three percent from September to December, while their children for whom care was not available decreased by six percent. For children under 6 years of age the percentage decrease (five percent) was lower than that for children 6 through 14 years of age (seven percent). 7/

6/ Based on 46 States that represent 92 percent of the AFDC caseload for the month of December 1970. Excludes Arizona, Guam, Mississippi, New Hampshire, Rhode Island, Texas, Virgin Island, and Washington.

7/ Based on 43 States that represent 77 percent of the AFDC caseload for the month of December 1970. Excludes Arizona, Connecticut, Guam, Kentucky, Mississippi, New Hampshire, New York, Rhode Island, Texas, Virgin Islands, and Washington.

Item 14.--continued

Tables

Table 1.--Number of mothers or other caretakers enrolled in the WIN Program and number of their children provided child care, by age group and by State, as of the last day of the quarter ended December 31, 1970.

Table 2.--Child care arrangements, by type of arrangement, by age group, and by State, of mothers or other caretakers enrolled in the WIN Program as of the last day of the quarter ended December 31, 1970.

Table 2.A.--Children receiving care in own home, by type of arrangement, by age group, and by State, as of the last day of the quarter ended December 31, 1970.

Table 2.B.--Children receiving care in day care facilities, by type of facility, by age group, and by State, as of the last day of the quarter ended December 31, 1970.

Table 2.C.--Children receiving care other than in own home, relative's home or day care facility, by type of arrangement, by age group, and by State, as of the last day of the quarter ended December 31, 1970.

Table 3.----Number of mothers or other caretakers who could not be referred to the State Manpower Agency for enrollment in the WIN Program solely because adequate child care arrangements were not available and number of children requiring child care, by age group and by State, as of the last day of the quarter ended December 31, 1970.

Item 14.--continued

Table 1.--Number of mothers or other caretakers enrolled in the WIN Program and number of their children provided child care, by age group and by State, as of the last day of the quarter ended December 31, 1970

State	Number of mothers or other caretakers	Number of children		
		Total	Under 6 years of age	6 through 14 years of age
Total	53,800	127,000	57,000	68,600
Alabama	960	2,200	1,100	1,000
Alaska	150	340	180	160
Arizona	(1/)	(1/)	(1/)	(1/)
Arkansas	640	1,900	930	1,000
California 2/	3,300	6,700	3,200	3,500
Colorado	1,400	3,200	1,500	1,700
Connecticut	910	2,100	900	1,200
Delaware	320	770	460	310
District of Columbia	420	960	530	430
Florida	2,200	4,900	2,600	2,300
Georgia	3,800	9,700	4,300	5,300
Guam	(1/)	(1/)	(1/)	(1/)
Hawaii	28	58	36	22
Idaho	400	810	430	380
Illinois	(3/)	3,100	1,500	1,600
Indiana	420	1,100	520	570
Iowa	630	1,400	630	800
Kansas	400	940	440	500
Kentucky	1,700	3,900	1,700	2,300
Louisiana	930	2,800	1,200	1,600
Maine	510	1,100	560	510
Maryland	1,400	3,700	1,200	2,400
Massachusetts	1,000	1,600	990	650
Michigan	4,100	9,100	2,900	6,200
Minnesota	1,200	2,700	1,400	1,300
Mississippi	340	4/ 1,100	(1/)	(1/)
Missouri	1,100	2,800	1,300	1,500
Montana	280	580	280	300
Nebraska	240	540	270	270
Nevada	82	160	84	76
New Hampshire	(5/)	(5/)	(5/)	(5/)
New Jersey	1,600	4,100	1,700	2,400
New Mexico	440	940	520	420
New York	10,000	17,800	9,100	8,600
North Carolina	580	1,300	540	790
North Dakota	160	320	190	130
Ohio	800	1,700	790	880
Oklahoma	340	880	410	460
Oregon	420	1,100	680	440
Pennsylvania	2,000	4,900	2,400	2,500
Puerto Rico	2,400	8,300	2,600	5,700
Rhode Island	310	720	410	310
South Carolina	87	240	100	140
South Dakota	220	480	260	220
Tennessee	1,000	2,800	1,200	1,600
Texas	(1/)	(1/)	(1/)	(1/)
Utah	1,100	2,500	1,100	1,400
Vermont	110	250	120	120
Virgin Islands	(1/)	(1/)	(1/)	(1/)
Virginia	1,400	3,400	1,500	1,900
Washington	(1/)	(1/)	(1/)	(1/)
West Virginia	230	560	320	230
Wisconsin	1,600	4,100	1,800	2,300
Wyoming	120	290	150	150

1/ Data not reported.
2/ Excludes Orange County.
3/ Incomplete. Excludes Cook County. Other counties reported 360 mothers or other caretakers.
4/ Estimated.
5/ WIN Program not fully implemented.

Table 2.--Child care arrangements, by type of arrangement, by age group, and by State, of mothers of other caretakers enrolled in the WIN Program last day of the quarter ended December 31, 1970

State	Type of child care arrangement											
	Own home			Relative's home			Day care facility			Other		
	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age
Total	58,500	26,300	31,900	12,700	7,000	5,700	27,900	17,600	10,100	26,900	5,900	21,000
Alabama	980	530	450	480	260	220	410	320	94	280	24	260
Alaska	81	55	26	19	9	10	140	100	31	110	10	96
Arizona	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Arkansas	1,300	640	640	54	21	33	400	260	130	200	6	190
California 2/	3,800	1,800	2,000	740	450	290	1,100	760	350	1,000	170	840
Colorado	930	520	410	520	340	180	900	540	370	860	130	730
Connecticut	750	360	390	130	77	50	790	450	340	420	16	410
Delaware	400	270	130	62	40	22	92	87	5	220	63	160
District of Columbia	380	160	220	19	8	11	400	340	[illegible]	160	22	140
Florida	1,300	670	660	780	400	380	1,700	1,400	360	1,000	120	900
Georgia	5,400	2,300	3,000	49	19	30	3,300	1,900	1,400	910	48	860
Guam	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Hawaii	20	13	7	7	7	0	12	12	0	19	4	15
Idaho	360	180	180	87	64	23	220	170	48	150	19	140
Illinois	1,300	610	690	330	210	120	930	610	320	560	70	490
Indiana	700	310	390	190	120	74	110	76	37	75	13	62
Iowa	470	210	260	180	120	60	500	300	200	280	5	280
Kansas	500	260	240	110	76	37	140	100	39	190	6	180
Kentucky	1,300	640	670	640	340	300	470	310	160	1,500	380	1,100
Louisiana	840	380	460	46	7	39	1,200	720	480	720	72	640
Maine	580	340	240	87	63	24	110	83	19	300	67	230
Maryland	2,400	790	1,600	480	230	260	180	120	58	660	100	550
Massachusetts	680	360	320	330	230	100	470	380	88	160	17	140
Michigan	6,200	2,100	4,100	740	400	340	540	320	220	1,700	110	1,600
Minnesota	1,200	680	500	77	49	28	760	570	190	680	64	620
Mississippi	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	3/ 52	(1/)	(1/)	(1/)	(1/)	(1/)
Missouri	1,200	500	660	370	180	190	1,200	560	600	110	23	86
Montana	110	55	58	23	17	6	300	200	100	140	6	140
Nebraska	110	54	58	24	14	10	170	94	79	230	110	120
Nevada	74	39	35	0	0	0	19	12	7	67	33	34
New Hampshire	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)
New Jersey	500	200	300	680	290	390	2,100	1,000	1,100	790	130	660
New Mexico	460	220	230	210	120	82	270	180	95	10	0	10
New York	7,300	3,600	3,700	2,300	1,300	980	1,400	950	450	6,800	3,200	3,600
North Carolina	210	65	150	270	110	170	280	210	67	560	150	410
North Dakota	160	100	58	16	8	8	70	57	13	74	24	50
Ohio	700	360	340	39	22	17	350	250	100	580	160	420
Oklahoma	280	110	170	200	90	120	360	190	170	35	20	15
Oregon	380	210	130	99	82	17	510	370	140	130	19	110
Pennsylvania	3,100	1,400	1,700	420	240	190	930	600	330	380	98	290
Puerto Rico	5,700	2,100	3,600	800	270	540	170	130	39	1,600	140	1,500
Rhode Island	210	100	110	180	80	99	320	220	94	4	1	3
South Carolina	130	53	74	39	23	16	12	11	1	66	16	50
South Dakota	150	77	73	84	54	30	220	130	90	28	0	28
Tennessee	2,300	950	1,300	35	18	17	250	200	51	220	5	210
Texas	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Utah	930	430	500	(1/)	(1/)	(1/)	1,300	640	620	220	0	220
Vermont	100	53	47	16	13	3	48	38	10	82	17	65
Virgin Islands	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Virginia	810	450	360	290	180	110	1,600	840	700	740	42	700
Washington	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
West Virginia	280	140	130	90	67	23	140	100	34	49	8	41
Wisconsin	1,300	790	500	320	210	120	820	610	210	1,700	190	1,500
Wyoming	42	21	21	40	30	10	110	91	18	100	6	97

1/ Data not reported.
2/ Excludes Orange County.
3/ Estimated.
4/ WIN Program not fully implemented.

Item 14.continued

Table 2.A—Children receiving care in own home, by type of arrangement, by age group, and by State, as of the last day of the quarter ended December 31, 1970

State	Total children receiving care in own home			Type of arrangement											
				Father			Other relative			Non-relative			Homemaker services		
	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age
Total	58,500	26,300	31,900	3,500	1,200	2,300	26,200	[illegible]	13,900	[illegible]	8,800	11,500	1,100	510	570
Alabama	980	530	450	18	2	16	810	460	350	150	59	90	1	1	0
Alaska	81	55	26	1	1	0	37	24	13	41	28	13	2	2	0
Arizona	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Arkansas	1,300	640	640	56	5	51	890	480	410	330	140	180	4	3	1
California 2/	3,800	1,800	2,000	140	45	94	1,100	540	520	2,600	1,200	1,300	54	18	36
Colorado	930	520	410	37	22	15	580	350	230	310	150	160	0	0	0
Connecticut	750	360	390	17	5	12	300	140	160	440	220	220	0	0	0
Delaware	400	270	130	78	44	34	120	89	26	210	140	72	0	0	0
District of Columbia	380	160	220	6	1	5	250	120	130	120	33	90	0	0	0
Florida	1,300	670	660	32	12	20	960	550	410	340	110	230	3	1	2
Georgia	5,400	2,300	3,000	98	18	80	3,400	1,600	1,700	1,900	600	1,200	1	1	0
Guam	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Hawaii	20	13	7	3	0	3	6	3	3	11	10	1	0	0	0
Idaho	360	180	180	14	4	10	42	19	23	300	160	140	0	0	0
Illinois	1,300	610	690	44	20	24	570	280	290	680	300	380	0	0	0
Indiana	700	310	390	66	19	47	390	190	200	250	100	140	0	0	0
Iowa	470	210	260	20	6	14	300	140	160	150	63	88	0	0	0
Kansas	500	260	240	31	9	22	200	120	90	260	130	130	3	1	2
Kentucky	1,300	640	670	31	6	25	980	510	470	300	120	170	0	0	0
Louisiana	840	380	460	1	1	0	580	260	320	260	110	140	0	0	0
Maine	580	340	240	24	10	14	400	260	140	150	65	87	2	2	0
Maryland	2,400	730	1,600	28	9	19	1,100	390	700	1,100	340	760	140	48	87
Massachusetts	690	360	320	21	5	16	290	150	140	370	210	170	0	0	0
Michigan	6,200	2,100	4,100	106	44	62	3,100	960	2,100	3,000	1,100	1,900	11	2	9
Minnesota	1,200	690	500	62	17	45	690	390	300	430	270	160	7	7	0
Mississippi	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Missouri	1,200	500	660	13	1	12	710	350	360	410	140	270	29	16	13
Montana	110	55	58	8	5	3	37	21	16	68	29	39	0	0	0
Nebraska	110	54	58	0	0	0	82	39	43	30	15	15	0	0	0
Nevada	74	39	35	2	1	1	53	25	28	19	13	6	0	0	0
New Hampshire	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)
New Jersey	500	200	300	15	2	13	220	95	120	270	110	160	0	0	0
New Mexico	460	220	230	(4/)	(4/)	(4/)	4/ 340	4/ 170	4/ 180	110	56	57	0	0	0
New York	7,300	3,600	3,700	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
North Carolina	210	65	150	16	5	11	160	49	110	41	11	30	0	0	0
North Dakota	160	100	58	0	0	0	59	37	22	100	67	36	0	0	0
Ohio	700	360	340	9	5	4	270	150	120	400	200	210	0	0	0
Oklahoma	280	110	170	0	0	0	230	85	140	51	27	24	0	0	0
Oregon	380	210	150	43	20	23	61	48	13	260	130	130	80	7	13
Pennsylvania	3,100	1,400	1,700	150	46	100	1,500	750	770	1,900	620	850	1	1	0
Puerto Rico	5,700	2,100	3,600	2,200	770	1,400	2,700	960	1,800	390	130	200	460	210	250
Rhode Island	210	100	110	0	0	0	120	61	63	90	39	51	0	0	0
South Carolina	130	53	74	21	2	19	98	50	48	8	1	7	0	0	0
South Dakota	150	77	73	0	0	0	1	1	0	150	76	73	0	0	0
Tennessee	2,300	950	1,300	14	5	9	760	340	410	1,500	600	910	0	0	
Texas	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Utah	980	480	500	0	0	0	520	290	240	460	190	270	0	0	0
Vermont	100	53	47	3	2	1	51	24	27	66	27	19	0	0	0
Virgin Islands	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Virginia	810	450	360	85	4	21	690	280	210	270	150	130	21	15	6
Washington	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
West Virginia	280	140	130	17	7	10	160	84	76	180	52	48	0	0	0
Wisconsin	1,300	790	500	58	36	22	430	270	160	490	320	170	320	170	150
Wyoming	42	21	21	4	1	3	27	9	18	11	11	0	0	0	0

1/ Data not reported.
2/ Excludes Orange County.
3/ WIN Program not fully implemented.
4/ Fathers, if any, included in other relative count.

Item 14.--continued

Table 2.B.--Children receiving care in day care facilities, by type of facility, by age group, and by State, as of the last day of the quarter ended December 31, 1970

State	Total children receiving care in day care facilities			Type of facility								
				Family day care home			Group day care home			Day care center		
	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age
Total	27,900	17,600	10,100	13,800	7,800	6,000	680	470	210	12,000	8,500	3,500
Alabama	410	320	94	210	150	62	0	0	0	200	160	32
Alaska	140	100	31	53	34	19	0	0	0	83	71	12
Arizona	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Arkansas	400	270	130	290	180	110	0	0	0	110	89	18
California 2/	1,100	760	350	470	310	160	15	14	1	620	430	190
Colorado	900	540	370	360	230	130	140	97	38	410	210	200
Connecticut	790	450	340	670	340	330	0	0	0	120	110	15
Delaware	92	87	5	29	27	2	2	2	0	61	58	3
District of Columbia	400	340	53	100	89	12	0	0	0	300	250	41
Florida	1,700	1,400	360	600	360	240	25	16	9	1,100	980	110
Georgia	3,300	1,900	1,400	270	120	150	7	7	0	3,100	1,800	1,300
Guam	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Hawaii	12	12	0	2	2	0	0	0	0	10	10	0
Idaho	220	170	48	150	110	41	4	4	0	61	54	7
Illinois	930	610	320	660	390	270	10	10	0	260	210	50
Indiana	110	76	37	110	70	37	0	0	0	6	6	0
Iowa	500	300	200	440	250	190	0	0	0	55	43	12
Kansas	140	100	39	100	70	34	0	0	0	35	30	5
Kentucky	470	310	160	120	52	73	3	3	0	340	250	90
Louisiana	1,200	720	480	850	400	450	0	0	0	350	320	26
Maine	110	88	19	63	49	14	5	5	0	39	34	5
Maryland	180	120	53	100	56	43	5	5	0	76	66	10
Massachusetts	470	390	88	62	38	24	9	8	1	400	340	63
Michigan	540	320	220	320	170	160	11	8	3	200	140	62
Minnesota	760	570	190	560	400	160	62	51	11	140	120	18
Mississippi	3/ 22	(1/)	(1/)	5	(1/)	(1/)	0	0	0	17	(1/)	(1/)
Missouri	1,200	560	600	900	440	470	120	57	64	140	70	68
Montana	300	200	100	230	140	85	0	0	0	69	52	17
Nebraska	170	94	79	140	60	75	1	1	0	37	33	4
Nevada	19	12	7	0	0	0	0	0	0	19	12	7
New Hampshire	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)	(4/)
New Jersey	2,100	1,000	1,100	1,500	560	930	0	0	0	610	450	140
New Mexico	270	180	95	200	120	71	3	3	0	72	48	24
New York	1,400	950	450	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
North Carolina	280	210	67	22	10	12	1	1	0	250	200	55
North Dakota	70	57	13	60	47	13	1	1	0	9	9	0
Ohio	350	250	100	180	100	75	100	81	19	76	64	10
Oklahoma	360	190	170	170	100	68	0	0	0	190	87	100
Oregon	510	370	140	360	230	130	37	31	6	110	110	7
Pennsylvania	930	600	330	680	390	290	0	0	0	250	210	40
Puerto Rico	170	130	39	94	68	26	0	0	0	72	59	13
Rhode Island	310	220	94	220	130	90	0	0	0	94	90	4
South Carolina	12	11	1	0	0	0	0	0	0	12	11	1
South Dakota	220	130	90	190	110	75	6	5	1	28	14	14
Tennessee	250	200	51	83	64	19	0	0	0	170	140	32
Texas	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Utah	1,300	640	620	910	460	460	0	0	0	350	180	170
Vermont	48	38	10	31	22	9	0	0	0	17	16	1
Virgin Islands	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Virginia	1,600	850	700	540	290	250	71	32	39	940	530	410
Washington	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
West Virginia	140	100	34	120	85	33	0	0	0	20	19	1
Wisconsin	820	610	210	500	370	130	33	21	12	290	220	66
Wyoming	110	91	18	73	61	12	5	2	3	31	28	3

1/ Data not reported.
2/ Excludes Orange County.
3/ Estimated.
4/ WIN Program not fully implemented.

Item 14.--continued

Table 2.C--Child receiving care other than in own home, relative's home or day care facility by type of arrangement, by age group, and by State, as of the last day of the quarter ended December 31, 1970

State	Total children receiving "other" care			Type of arrangement						
				Caretaker working or in training only during child's school hours			Child looks after self 6 through 14 years of age	Other		
	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age		Total	Under 6 years of age	6 through 14 years of age
Total	26,900	5,900	21,000	10,200	550	9,700	4,200	5,700	2,200	3,500
Alabama	280	24	260	150	15	130	78	56	9	47
Alaska	110	10	96	82	6	76	12	12	4	8
Arizona	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Arkansas	200	6	190	160	5	160	25	11	1	10
California 2/	1,000	170	840	190	10	180	520	310	160	150
Colorado	860	130	730	420	14	400	160	280	110	170
Connecticut	420	16	410	220	3	220	180	29	13	16
Delaware	220	63	160	72	12	60	79	67	51	16
District of Columbia	160	22	140	0	0	0	94	66	22	44
Florida	1,000	120	900	210	3	210	440	370	120	250
Georgia	910	48	860	480	5	480	340	96	43	43
Guam	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Hawaii	19	4	15	8	1	7	3	8	3	5
Idaho	150	19	140	79	1	78	27	48	18	30
Illinois	560	70	490	390	13	380	74	97	57	40
Indiana	75	13	62	34	13	21	41	0	0	0
Iowa	280	5	280	220	5	220	54	8	0	8
Kansas	190	6	180	120	0	120	51	15	6	9
Kentucky	1,500	380	1,100	530	15	520	77	910	360	550
Louisiana	720	72	640	510	25	490	8	200	47	150
Maine	300	67	230	110	7	100	68	120	60	63
Maryland	660	100	550	180	8	170	72	410	96	310
Massachusetts	160	17	140	60	3	57	58	37	14	23
Michigan	1,700	110	1,600	1,400	60	1,300	170	140	48	92
Minnesota	690	64	620	530	34	500	86	61	30	31
Mississippi	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Missouri	110	23	84	20	0	20	22	65	23	42
Montana	140	6	140	100	0	100	25	16	6	10
Nebraska	230	110	120	5	0	5	5	220	110	110
Nevada	67	33	34	67	33	[illegible]	0	0	0	0
New Hampshire	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)
New Jersey	790	130	660	430	37	390	110	260	97	160
New Mexico	10	0	10	10	0	10	0	0	0	0
New York	6,800	3,200	3,600	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
North Carolina	560	150	410	96	1	95	22	440	150	290
North Dakota	74	24	50	20	4	16	17	37	20	17
Ohio	590	160	420	170	12	150	76	340	150	200
Oklahoma	35	20	15	9	6	3	6	20	14	6
Oregon	130	19	110	2	0	2	80	44	19	25
Pennsylvania	390	98	290	200	31	170	55	130	67	64
Puerto Rico	1,600	140	1,500	1,200	29	1,200	140	290	110	180
Rhode Island	4	1	3	1	0	1	2	1	1	0
South Carolina	66	16	50	5	0	5	24	37	16	21
South Dakota	28	0	28	0	0	0	28	0	0	0
Tennessee	220	5	210	180	2	180	17	21	3	18
Texas	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Utah	220	0	220	190	0	190	35	0	0	0
Vermont	82	17	65	48	0	48	8	26	17	9
Virgin Islands	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
Virginia	740	42	700	460	27	430	250	40	15	25
Washington	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)	(1/)
West Virginia	49	8	41	20	1	19	5	24	7	17
Wisconsin	1,700	190	1,500	770	110	660	550	340	82	260
Wyoming	100	6	97	68	0	68	18	17	6	11

1/ Data not reported.
2/ Excludes Orange County.
3/ WIN Program not fully implemented.

Item 14.--continued

Table 3.--Number of mothers or other caretakers who could not be referred to the State Manpower Agency for enrollment in the WIN Program solely because adequate child care arrangements were not available and number of children requiring child care, by age group, and by State, as of the last day of the quarter ended December 31, 1970

State	Number of mothers or other caretakers	Number of children		
		Total	Under 6 years of age	6 through 14 years of age
Total	3,600	8,500	4,200	4,300
Alabama	1	1	1	0
Alaska	1	8	4	4
Arizona	(1/)	(1/)	(1/)	(1/)
Arkansas	13	24	19	5
California	2/ 140	---	---	---
Colorado	55	130	87	41
Connecticut	(1/)	(1/)	(1/)	(1/)
Delaware	0	0	0	0
District of Columbia	0	0	0	0
Florida	4	8	8	0
Georgia	47	130	64	69
Guam	(1/)	(1/)	(1/)	(1/)
Hawaii	15	21	17	4
Idaho	0	0	0	0
Illinois	250	320	200	120
Indiana	3	5	2	3
Iowa	7	13	9	4
Kansas	27	85	52	33
Kentucky	(2/)	(2/)	(2/)	(2/)
Louisiana	40	87	56	31
Maine	0	0	0	0
Maryland	930	2,300	1,300	990
Massachusetts	50	110	69	42
Michigan	460	1,100	550	590
Minnesota	0	0	0	0
Mississippi	3/ 15	3/ 56	(1/)	(1/)
Missouri	66	130	69	60
Montana	0	0	0	0
Nebraska	0	0	0	0
Nevada	0	0	0	0
New Hampshire	(4/)	(4/)	(4/)	(4/)
New Jersey	150	420	140	280
New Mexico	0	0	0	0
New York	(1/)	(1/)	(1/)	(1/)
North Carolina	16	24	20	4
North Dakota	0	0	0	0
Ohio	34	77	46	31
Oklahoma	4	14	4	10
Oregon	0	0	0	0
Pennsylvania	440	1,000	460	570
Puerto Rico	410	1,300	490	850
Rhode Island	15	31	26	5
South Carolina	54	200	82	120
South Dakota	0	0	0	0
Tennessee	23	62	34	28
Texas	(1/)	(1/)	(1/)	(1/)
Utah	4	8	2	6
Vermont	3	8	8	0
Virgin Islands	(1/)	(1/)	(1/)	(1/)
Virginia	180	400	180	220
Washington	(1/)	(1/)	(1/)	(1/)
West Virginia	14	28	20	8
Wisconsin	120	300	130	170
Wyoming	31	84	47	37

1/ Data not reported.
2/ Incomplete.
3/ Estimated.
4/ WIN Program not fully implemented.

Item 15.

NCSS Brief Report 70-11

AFDC FAMILIES' PARTICIPATION IN USDA FOOD PROGRAMS*

Over half of all AFDC families are now improving the adequacy of their diets by participating in one of the U. S. Department of Agriculture food programs: the food stamp plan or the donated food plan (surplus commodities). From 1967 to 1969[1] there was a shift from donated foods to food stamps. AFDC families' participation in the food stamp plan increased from 22 to 30 percent and donated food plan participation decreased from 25 to 23 percent. The shift is mostly attributable to changes in coverage by the two plans. The proportion of AFDC families living in a food stamp plan area increased from 43 to 54 percent, whereas families in donated food plan areas decreased from 42 to 37 percent.

In 1969, over half of AFDC families living within each type of food plan area were participating in the plan available to them (food stamp area, 53 percent; donated food area, 60 percent). Participation in either plan increased with size of the assistance group; and in general, participation was higher in donated food plan areas. The range of participation between 1-person groups and groups of 12 or more persons was very large: in food stamp plan areas, from 23 to 72 percent; in donated food plan areas, from 32 to 91 percent. (See Figures 1 and 2)

Size of the assistance group is, of course, closely related to amount of the assistance payment. Participation in both plans increased with the amount of the AFDC payment, but the magnitude of the increase was much greater for the food stamp plan, which requires a cash payment by the recipient for food stamps. Participation in both plans also increased with the amount of total income applied in the assistance budget, which includes all assistance income (the AFDC payment and any supplementary general assistance) and net non-assistance income of any kind, e.g., earnings, OASDI benefits, contributions from absent father.

Monthly amount	Percent with specified AFDC payment participating in:		Percent with specified total income applied in assistance budget participating in:	
	Food stamp plan area	Donated food plan area	Food stamp plan area	Donated food plan area
Less than $50...	46.3	55.4	39.3	45.1
$50-199.........	51.0	59.8	48.9	60.2
$200-399........	64.7	60.1	62.9	59.3
$400 or more....	67.4	66.5	61.8	66.6

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[1] See NCSS Report AFDC-3 (67), U. S. Department of Health, Education, and Welfare, Social and Rehabilitation Service, National Center for Social Statistics, July 1970, Findings of the 1967 AFDC Study: Data by State and Census Division, Part I. Demographic and Program Characteristics. The report of findings from a 1969 study of AFDC conducted by NCSS is now being printed.

*Prepared by Betty Burnside

Item 15.--continued

Within each food plan area, the following relationships were found between participation and these characteristics:

Place of residence:	Both plans--higher participation in rural than in urban areas.
Race:	Food stamp plan--higher participation among white than among black families. Donated food plan--higher participation among black than among white families.
Status of father:	Both plans--higher participation for families in which the father was incapacitated, unemployed, or in another status than for families with fathers dead or absent from the home.
Education of mother:	Both plans--higher participation for families in which the mother was least well educated.[2]

The above characteristics may also be related to other variables such as family size, and therefore the findings should be considered as tentative rather than conclusive.

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[2] The highest grade of school completed by the mother was unknown for 21.7 percent of all AFDC families.

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FIGURE 2.

AFDC FAMILIES WITH SPECIFIED NUMBER OF PERSONS IN ASSISTANCE GROUP, LIVING IN USDA DONATED FOOD PLAN AREA BY PARTICIPATION IN FOOD PLAN, 1969

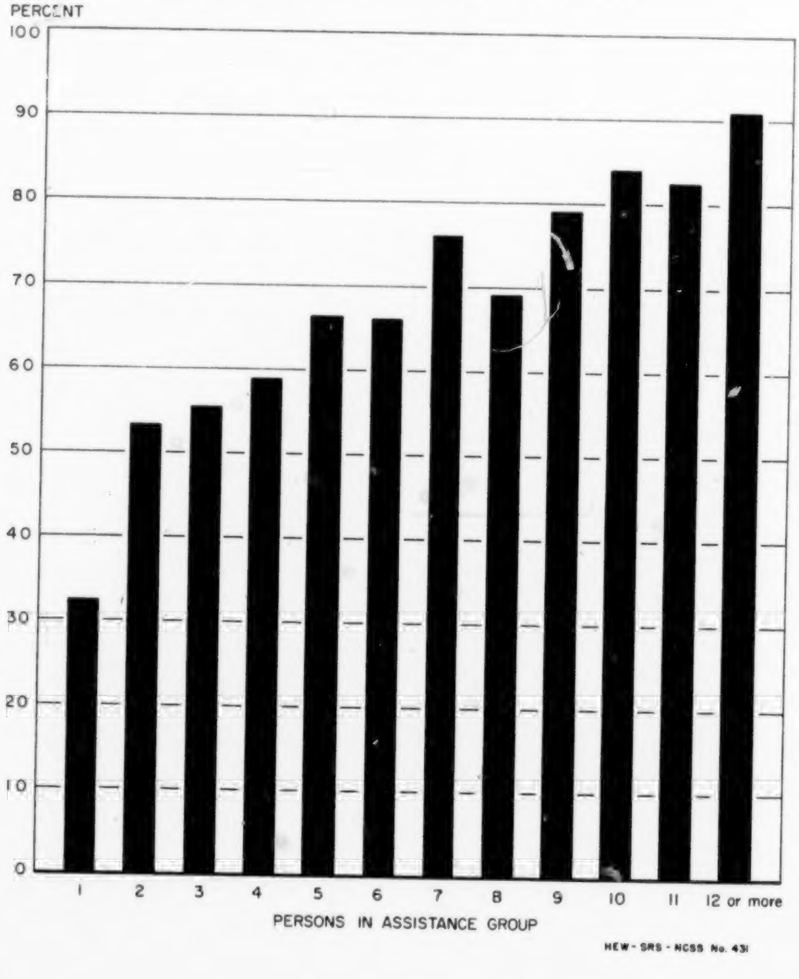

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FIGURE I.

AFDC FAMILIES WITH SPECIFIED NUMBER OF PERSONS IN ASSISTANCE GROUP, LIVING IN USDA FOOD STAMP PLAN AREA, BY PARTICIPATION IN FOOD PLAN, 1969

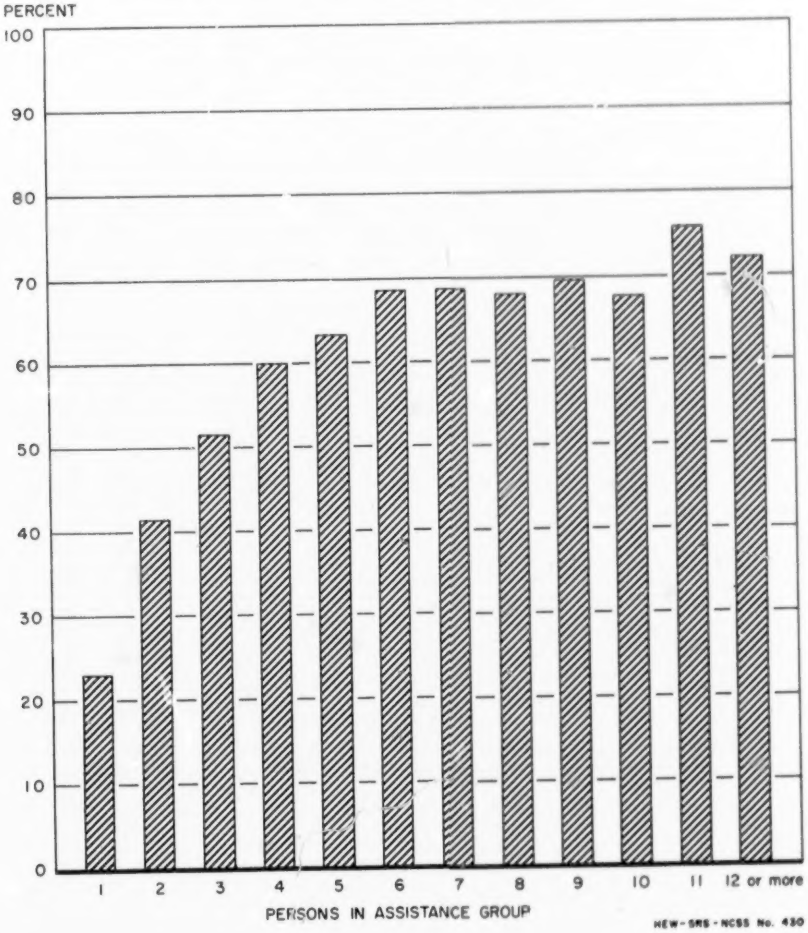

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TABLE 46.--AVERAGE MONTHLY AMOUNT FOR AFDC FAMILIES OF BUDGETED REQUIREMENTS, TOTAL INCOME APPLIED IN ASSISTANCE BUDGET, NET NON-ASSISTANCE INCOME, AFDC MONEY PAYMENT, SUPPLEMENTARY GENERAL ASSISTANCE PAYMENT, AND RECOGNIZED UNMET NEED, 1969

CENSUS DIVISION AND STATE	AVERAGE MONTHLY AMOUNT					
		INCOME APPLIED TO ASSISTANCE BUDGET				
	BUDGETED REQUIREMENTS	TOTAL	NET NON-ASSISTANCE INCOME	AFDC MONEY PAYMENT	SUPPLEMENTARY GENERAL ASSISTANCE PAYMENT	RECOGNIZED UNMET NEED
TOTAL AMOUNT..........	$222.46	$203.58	$36.63	$165.99	$0.96	$18.88
CENSUS DIVISION:						
NEW ENGLAND.........	245.05	239.60	40.88	198.67	0.05	5.45
MIDDLE ATLANTIC.....	263.76	263.75	37.26	226.41	0.09	0.01
EAST NORTH CENTRAL..	208.96	206.32	31.07	173.09	2.16	2.64
WEST NORTH CENTRAL..	265.28	227.61	66.40	158.66	2.54	37.67
SOUTH ATLANTIC......	182.30	148.78	34.08	114.63	0.07	33.52
EAST SOUTH CENTRAL..	166.02	113.75	31.40	82.35	0.00	52.28
WEST SOUTH CENTRAL..	171.54	126.99	29.92	97.06	0.01	44.55
MOUNTAIN............	191.77	168.82	30.37	138.01	0.45	22.95
PACIFIC.............	243.91	226.32	38.96	164.85	2.52	17.59
SELECTED STATES:						
CALIFORNIA..........	248.26	228.83	40.70	185.41	2.72	19.43
FLORIDA.............	193.25	135.37	49.90	85.47	0.00	57.88
GEORGIA.............	166.56	138.64	42.96	95.68	0.00	27.92
ILLINOIS............	220.08	220.08	27.39	192.58	0.10	0.00
LOUISIANA...........	161.51	138.82	36.29	102.51	0.03	22.69
MASSACHUSETTS.......	243.25	243.11	32.23	210.88	0.00	0.14
MICHIGAN............	227.14	227.14	35.53	191.40	0.21	0.00
NEW JERSEY..........	293.85	293.85	50.44	243.41	0.00	0.00
NEW YORK............	264.90	264.89	34.40	230.36	0.13	0.01
OHIO................	171.86	171.38	20.76	143.54	7.08	0.48
PENNSYLVANIA........	242.35	242.35	37.70	204.65	0.00	0.00
TEXAS...............	202.26	104.15	29.01	75.15	0.00	98.11
PUERTO RICO.........	120.35	65.72	23.16	42.56	0.00	54.63

Item 17.

TABLE 59A.--TOTAL MONTHLY GROSS INCOME OF AFDC FAMILIES FROM SOURCES OTHER THAN ASSISTANCE, BY SOURCE, 1969

		CASH INCOME			
		EARNINGS OF			
CENSUS DIVISION AND STATE	TOTAL NON-ASSISTANCE INCOME	MOTHER	FATHER	CHILDREN	OTHER PERSONS IN ASSISTANCE GROUP
TOTAL:					
AMOUNT..............	$97 214 100	$39 304 700	$12 823 500	$1 934 900	$513 800
PERCENT.............	100.0	40.4	13.2	2.0	0.5
CENSUS DIVISION:					
NEW ENGLAND..........	5 540 400	2 246 900	418 600	113 600	0
MIDDLE ATLANTIC......	21 627 000	7 868 000	3 403 500	437 000	48 200
EAST NORTH CENTRAL..	12 876 800	5 686 100	1 399 000	231 000	0
WEST NORTH CENTRAL..	8 836 200	3 788 000	975 500	292 400	25 000
SOUTH ATLANTIC......	9 692 900	4 654 500	615 800	121 500	0
EAST SOUTH CENTRAL..	4 841 900	1 731 200	245 300	124 200	0
WEST SOUTH CENTRAL..	5 097 900	2 476 800	204 800	87 000	11 700
MOUNTAIN............	2 513 600	775 900	284 000	69 000	0
PACIFIC.............	25 114 300	9 928 530	5 000 000	427 700	428 900
SELECTED STATES:					
CALIFORNIA..........	23 279 400	9 334 100	4 747 000	346 100	428 900
FLORIDA.............	3 247 400	2 152 100	202 800	13 700	0
GEORGIA.............	2 573 800	1 473 000	90 600	51 000	0
ILLINOIS............	3 845 400	1 993 700	277 400	156 500	0
LOUISIANA...........	1 917 800	795 600	114 600	6 900	11 700
MASSACHUSETTS.......	2 333 800	849 900	45 800	50 600	0
MICHIGAN............	2 275 300	527 300	126 400	23 600	0
NEW JERSEY..........	3 791 100	1 351 600	322 200	11 500	1 200
NEW YORK............	12 925 000	5 471 200	1 633 200	340 000	0
OHIO................	3 987 400	2 073 400	720 300	8 500	0
PENNSYLVANIA........	4 910 900	1 045 200	1 448 100	85 500	47 000
TEXAS...............	1 984 700	1 126 600	5 100	62 600	0
PUERTO RICO.........	1 069 400	148 800	277 000	31 500	0

(CONTINUED)

Item 17.--continued

TABLE 59A.--TOTAL MONTHLY GROSS INCOME OF AFDC FAMILIES FROM SOURCES OTHER THAN ASSISTANCE, BY SOURCE, 1969--CONTINUED

CENSUS DIVISION AND STATE	TOTAL NON-ASSISTANCE INCOME	CASH INCOME					INCOME IN KIND WITH MONEY VALUE ASSIGNED
		EARNINGS OR INCENTIVE PAYMENTS FROM WIN	CONTRI-BUTIONS FROM ABSENT FATHER	OASDI BENEFITS	UNEMPLOY-MENT COMPEN-SATION	CONTRI-BUTIONS FROM OTHERS IN THE HOME AND OTHER CASH INCOME	
TOTAL:							
AMOUNT..............	$97 214 100	$2 080 900	$16 886 600	$13 259 800	$1 749 600	$5 297 600	$1 544 700
PERCENT..............	100.0	2.1	17.4	13.6	1.8	5.4	1.6
CENSUS DIVISION:							
NEW ENGLAND..........	5 540 400	115 500	1 693 000	647 200	70 200	180 300	38 700
MIDDLE ATLANTIC.....	21 627 000	289 000	4 691 400	2 578 100	462 400	1 216 400	538 400
EAST NORTH CENTRAL..	12 876 800	174 900	2 552 000	1 630 800	53 600	620 300	89 500
WEST NORTH CENTRAL..	8 836 200	72 200	1 172 000	1 402 000	125 100	694 800	253 900
SOUTH ATLANTIC......	9 692 900	253 300	1 494 900	1 726 700	124 500	419 000	125 800
EAST SOUTH CENTRAL..	4 841 900	157 700	507 700	1 483 200	35 700	402 900	133 000
WEST SOUTH CENTRAL..	5 097 900	40 500	740 300	991 400	30 400	498 000	5 500
MOUNTAIN............	2 513 600	47 700	487 700	510 200	0	225 300	23 400
PACIFIC.............	25 114 300	868 400	3 456 000	2 031 700	824 700	855 300	331 500
SELECTED STATES:							
CALIFORNIA..........	23 279 400	812 600	2 926 400	1 894 400	822 800	756 000	285 000
FLORIDA.............	3 247 400	0	302 500	373 100	32 400	53 000	10 500
GEORGIA.............	2 573 800	0	275 900	523 500	52 100	79 500	0
ILLINOIS............	3 845 400	18 000	667 800	352 700	10 800	120 900	52 200
LOUISIANA...........	1 917 800	33 000	286 700	390 800	30 400	236 600	3 300
MASSACHUSETTS.......	2 333 800	79 400	795 500	332 600	41 900	98 800	26 700
MICHIGAN............	2 275 300	35 400	796 100	470 200	27 900	265 400	3 000
NEW JERSEY..........	3 791 100	64 000	973 100	434 300	43 300	188 700	384 800
NEW YORK............	12 925 000	178 600	2 554 600	1 565 000	292 200	672 000	153 600
OHIO................	3 987 400	64 000	481 600	277 700	14 900	136 500	6 400
PENNSYLVANIA........	4 910 900	46 400	1 163 700	576 800	126 900	355 700	0
TEXAS...............	1 984 700	7 500	302 300	253 700	0	223 600	0
PUERTO RICO.........	1 069 400	61 700	91 600	254 800	23 000	175 300	5 000

Item 18.

TABLE 50B.--TOTAL MONTHLY GROSS INCOME OF
AFDC FAMILIES FROM SOURCES
OTHER THAN ASSISTANCE,
BY SOURCE, 1969
(PERCENTAGE DISTRIBUTION)

		CASH INCOME			
		EARNINGS OF			
CENSUS DIVISION AND STATE	TOTAL NON-ASSISTANCE INCOME	MOTHER	FATHER	CHILDREN	OTHER PERSONS IN ASSISTANCE GROUP
TOTAL:					
AMOUNT...............	$97 214 100	$39 304 700	$12 823 500	$1 934 900	$513 800
PERCENT............	100.0	40.4	13.2	2.0	0.5
CENSUS DIVISION:					
NEW ENGLAND.........	5 540 400	40.6	7.6	2.1	0.0
MIDDLE ATLANTIC.....	21 627 000	36.4	15.7	2.0	0.2
EAST NORTH CENTRAL..	12 876 800	44.2	10.9	1.8	0.0
WEST NORTH CENTRAL..	8 836 200	42.9	11.0	3.3	0.3
SOUTH ATLANTIC......	9 692 900	48.0	6.4	1.3	0.0
EAST SOUTH CENTRAL..	4 841 900	35.8	5.1	2.6	0.0
WEST SOUTH CENTRAL..	5 097 900	48.6	4.0	1.7	0.2
MOUNTAIN............	2 513 600	30.9	11.3	2.7	0.0
PACIFIC.............	25 114 300	39.5	19.9	1.7	1.7
SELECTED STATES:					
CALIFORNIA..........	23 279 400	40.1	20.4	1.5	1.8
FLORIDA.............	3 247 400	66.3	6.2	0.4	0.0
GEORGIA.............	2 573 800	57.2	3.5	2.0	0.0
ILLINOIS............	3 845 400	51.8	7.2	4.1	0.0
LOUISIANA...........	1 917 800	41.5	6.0	0.4	0.6
MASSACHUSETTS.......	2 333 800	36.4	2.0	2.2	0.0
MICHIGAN............	2 275 300	23.2	5.6	1.0	0.0
NEW JERSEY..........	3 791 100	35.7	8.5	0.3	0.0
NEW YORK............	12 925 000	42.3	12.6	2.6	0.0
OHIO................	3 987 400	52.0	18.1	0.2	0.0
PENNSYLVANIA........	4 910 900	21.3	29.5	1.7	1.0
TEXAS...............	1 984 700	56.8	0.3	3.2	0.0
PUERTO RICO.........	1 069 400	13.9	25.9	2.9	0.0

(CONTINUED)

Item 18.--continued

TABLE 598.--TOTAL MONTHLY GROSS INCOME OF AFDC FAMILIES FROM SOURCES OTHER THAN ASSISTANCE, BY SOURCE, 1969--CONTINUED

CENSUS DIVISION AND STATE	TOTAL NON-ASSISTANCE INCOME	CASH INCOME					INCOME IN KIND WITH MONEY VALUE ASSIGNED
		EARNINGS OR INCENTIVE PAYMENTS FROM WIN	CONTRI-BUTIONS FROM ABSENT FATHER	OASDI BENEFITS	UNEMPLOY-MENT COMPEN-SATION	CONTRI-BUTIONS FROM OTHERS IN THE HOME AND OTHER CASH INCOME	
TOTAL:							
AMOUNT..............	$97 214 100	$2 080 900	$16 886 600	$13 259 800	$1 749 600	$5 287 600	$1 544 700
PERCENT.............	100.0	2.1	17.4	13.6	1.8	5.4	1.6
CENSUS DIVISION:							
NEW ENGLAND.........	5 540 400	2.1	30.6	11.7	1.3	3.3	0.7
MIDDLE ATLANTIC.....	21 627 000	1.3	21.7	11.9	2.1	5.6	2.5
EAST NORTH CENTRAL..	12 876 800	1.4	19.8	12.7	0.4	4.8	0.7
WEST NORTH CENTRAL..	8 836 200	0.8	13.3	15.9	1.4	7.9	2.9
SOUTH ATLANTIC......	9 692 900	2.6	15.4	17.8	1.3	4.3	1.3
EAST SOUTH CENTRAL..	4 841 900	3.3	10.5	30.6	0.7	8.3	2.7
WEST SOUTH CENTRAL..	5 097 900	0.8	14.5	19.4	0.6	9.8	0.1
MOUNTAIN............	2 513 600	1.9	19.4	20.3	0.0	9.0	0.9
PACIFIC.............	25 114 300	3.5	13.8	8.1	3.3	3.4	1.3
SELECTED STATES:							
CALIFORNIA..........	23 279 400	3.5	12.6	8.1	3.5	3.2	1.2
FLORIDA.............	3 247 400	0.0	9.3	11.5	1.0	1.6	0.3
GEORGIA.............	2 573 800	0.0	10.7	20.3	2.0	3.1	0.0
ILLINOIS............	3 845 400	0.5	17.4	9.2	0.3	3.1	1.4
LOUISIANA...........	1 917 800	1.7	14.9	20.4	1.6	12.3	0.2
MASSACHUSETTS.......	2 333 800	3.4	34.1	14.3	1.8	4.2	1.1
MICHIGAN............	2 275 300	1.6	35.0	20.7	1.2	11.7	0.1
NEW JERSEY..........	3 791 100	1.7	25.7	11.5	1.1	5.0	10.2
NEW YORK............	12 925 000	1.4	19.8	12.1	2.3	5.2	1.2
OHIO................	3 987 400	1.6	12.1	7.0	0.4	3.4	0.2
PENNSYLVANIA........	4 910 900	0.9	23.7	11.8	2.6	7.2	0.0
TEXAS...............	1 984 700	0.4	15.2	12.8	0.0	11.3	0.0
PUERTO RICO.........	1 069 400	5.8	8.6	23.8	2.2	16.4	0.5

Item 19.

TABLE 60.--AVERAGE MONTHLY INCOME OF AFDC FAMILIES FROM SOURCES OTHER THAN ASSISTANCE, BY SOURCE, 1969

CENSUS DIVISION AND STATE	TOTAL NON-ASSISTANCE INCOME	CASH INCOME									INCOME IN KIND WITH MONEY VALUE ASSIGNED
		EARNINGS OF				EARNINGS OR INCENTIVE PAYMENTS FROM WIN	CONTRIBUTIONS FROM ABSENT FATHER	OASDI BENEFITS	UNEMPLOYMENT COMPENSATION	CONTRIBUTIONS FROM OTHERS IN THE HOME AND OTHER CASH INCOME	
		MOTHER	FATHER	CHILDREN	OTHER PERSONS IN ASSISTANCE GROUP						
TOTAL AMOUNT..........	$59.62	$24.11	$7.86	$1.19	$0.32	$1.28	$10.36	$8.13	$1.07	$3.24	$0.95
CENSUS DIVISION:											
NEW ENGLAND.........	60.95	24.72	4.61	1.25	0.00	1.27	18.62	7.12	0.77	1.98	0.43
MIDDLE ATLANTIC.....	54.04	19.66	8.50	1.09	0.12	0.72	11.72	6.44	1.16	3.04	1.35
EAST NORTH CENTRAL..	57.00	25.17	6.19	1.02	0.00	0.77	11.30	7.22	0.24	2.75	0.40
WEST NORTH CENTRAL..	99.62	42.71	11.00	3.30	0.28	0.81	13.21	15.81	1.41	7.83	2.86
SOUTH ATLANTIC......	47.33	22.73	3.01	0.59	0.00	1.24	7.30	8.43	0.61	2.05	0.61
EAST SOUTH CENTRAL..	42.85	15.32	2.17	1.10	0.00	1.40	4.49	13.13	0.32	3.57	1.18
WEST SOUTH CENTRAL..	46.81	22.74	1.88	0.80	0.11	0.37	6.80	9.10	0.28	4.57	0.05
MOUNTAIN............	46.55	14.37	5.26	1.28	0.00	0.88	9.03	9.45	0.00	4.17	0.43
PACIFIC.............	82.45	32.60	16.41	1.40	1.41	2.85	11.35	6.67	2.71	2.81	1.09
SELECTED STATES:											
CALIFORNIA..........	88.41	35.45	18.03	1.31	1.63	3.09	11.11	7.19	3.12	2.87	1.08
FLORIDA.............	72.33	47.93	4.52	0.31	0.00	0.00	6.74	8.31	0.72	1.18	0.23
GEORGIA.............	62.78	35.93	2.21	1.24	0.00	0.00	6.73	12.77	1.27	1.94	0.00
ILLINOIS............	51.41	26.65	3.71	2.09	0.00	0.24	8.93	4.72	0.14	1.62	0.70
LOUISIANA...........	48.43	20.09	2.89	0.17	0.30	0.83	7.24	9.87	0.77	5.97	0.08
MASSACHUSETTS.......	47.43	17.27	0.93	1.03	0.00	1.61	16.17	6.76	0.85	2.01	0.54
MICHIGAN............	42.93	9.95	2.38	0.45	0.00	0.67	15.02	8.87	0.53	5.01	0.06
NEW JERSEY..........	71.53	25.50	6.08	0.22	0.02	1.21	18.36	8.19	0.82	3.56	7.26
NEW YORK............	49.94	21.14	6.31	1.31	0.00	0.69	9.87	6.05	1.13	2.60	0.59
OHIO................	64.11	33.33	11.58	0.14	0.00	1.03	7.74	4.46	0.24	2.19	0.10
PENNSYLVANIA........	55.55	11.82	16.38	0.97	0.53	0.52	13.16	6.55	1.44	4.02	0.00
TEXAS...............	54.52	30.95	0.14	1.72	0.00	0.21	8.30	6.97	0.00	6.14	0.00
PUERTO RICO.........	27.35	3.81	7.08	0.81	0.00	1.58	2.34	6.52	0.59	4.48	0.13

Item 20.

TABLE 61. --AVERAGE MONTHLY AMOUNT OF INCOME OTHER THAN ASSISTANCE, PER AFDC FAMILY WITH SUCH INCOME, BY SOURCE OF INCOME, 1969

CENSUS DIVISION AND STATE	TOTAL NON-ASSISTANCE INCOME	CASH INCOME									INCOME IN KIND WITH MONEY VALUE ASSIGNED
		EARNINGS OF				EARNINGS OR IN-CENTIVE PAYMENTS FROM WIN	CONTRI-BUTIONS FROM ABSENT FATHER	OASDI BENEFITS	UNEMPLOY-MENT COMPEN-SATION	CONTRI-BUTIONS FROM OTHERS IN THE HOME AND OTHER CASH INCOME	
		MOTHER	FATHER	CHILDREN	OTHER PERSONS IN ASSISTANCE GROUP						
TOTAL AMOUNT..........	$135.36	$175.86	$218.46	$89.58	*	$59.80	$72.57	$104.66	$171.53	$65.60	$27.98
CENSUS DIVISION:											
NEW ENGLAND.........	145.80	198.84	*	*	*	*	90.53	124.46	*	*	*
MIDDLE ATLANTIC.....	149.46	238.42	259.81	*	*	*	87.85	128.26	*	72.84	26.39
EAST NORTH CENTRAL..	148.86	201.63	269.04	*	*	*	74.84	119.91	*	67.42	*
WEST NORTH CENTRAL..	168.95	199.37	*	*	*	*	84.93	134.81	*	106.89	33.41
SOUTH ATLANTIC......	102.14	124.79	*	*	*	*	54.56	89.47	*	43.65	24.67
EAST SOUTH CENTRAL..	78.99	90.64	*	*	*	*	41.96	87.25	*	46.85	10.39
WEST SOUTH CENTRAL..	94.41	106.76	*	*	*	*	45.14	75.68	*	68.22	*
MOUNTAIN............	113.74	129.32	*	*	*	*	66.81	98.12	*	*	*
PACIFIC.............	172.37	224.63	251.26	83.86	*	58.28	73.85	103.13	*	74.37	56.19
SELECTED STATES:											
CALIFORNIA..........	177.57	223.84	253.85	*	*	58.46	72.26	107.03	*	75.60	*
FLORIDA.............	132.01	151.56	*	*	*	*	57.08	*	*	*	*
GEORGIA.............	109.52	116.90	*	*	*	*	45.98	104.70	*	*	*
ILLINOIS............	157.60	234.55	*	*	*	*	72.59	*	*	*	*
LOUISIANA...........	93.10	99.45	*	*	*	*	42.79	78.16	*	*	*
MASSACHUSETTS.......	127.53	163.44	*	*	*	*	91.44	*	*	*	*
MICHIGAN............	105.34	*	*	*	*	*	65.25	*	*	*	*
NEW JERSEY..........	117.74	221.57	*	*	*	*	91.80	*	*	*	20.47
NEW YORK............	167.86	258.08	263.42	*	*	*	93.92	130.42	*	81.95	*
OHIO................	170.40	215.98	*	*	*	*	76.44	*	*	*	*
PENNSYLVANIA........	138.34	183.37	258.59	*	*	*	74.60	*	*	55.58	*
TEXAS...............	100.75	117.35	*	*	*	*	51.24	*	*	*	*
PUERTO RICO.........	57.49	*	*	*	*	*	*	*	*	33.08	*

* AVERAGE NOT COMPUTED; BASE TOO SMALL.

Item 21.

TABLE 62.--AFDC FAMILIES, BY MONTHLY AMOUNT OF MOTHER'S EARNINGS, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	AMOUNT OF MOTHER'S EARNINGS										
		NONE	$1-24	$25-49	$50-74	$75-99	$100-149	$150-199	$200-249	$250-299	$300-399	$400 AND OVER
TOTAL:												
NUMBER................	1 630 500	1 407 000	15 200	22 000	19 200	16 900	31 500	26 900	26 700	25 900	31 200	8 000
PERCENT..............	100.0	86.3	0.9	1.3	1.2	1.0	1.9	1.6	1.6	1.6	1.9	0.5
CENSUS DIVISION:												
NEW ENGLAND..........	90 900	87.6	0.6	1.2	0.2	1.2	2.9	0.8	1.0	1.3	2.3	1.0
MIDDLE ATLANTIC......	400 200	91.8	0.2	0.4	0.4	0.1	0.7	0.7	1.3	1.4	2.5	0.3
EAST NORTH CENTRAL..	225 900	87.5	0.4	1.1	0.6	0.7	1.6	1.4	1.9	2.0	2.4	0.4
WEST NORTH CENTRAL..	88 700	78.6	0.8	1.9	1.2	1.2	2.9	2.5	3.8	3.7	3.0	0.7
SOUTH ATLANTIC.......	204 800	81.8	2.1	1.7	2.1	2.0	3.6	3.0	2.0	1.4	0.4	0.0
EAST SOUTH CENTRAL..	113 000	83.1	3.3	3.1	3.2	1.9	[illegible]	1.4	0.9	0.6	0.4	0.0
WEST SOUTH CENTRAL..	108 900	78.7	1.3	3.7	3.3	3.5	3.9	2.9	1.7	1.1	0.0	0.0
MOUNTAIN.............	54 000	88.9	1.5	2.2	1.1	0.7	1.7	0.9	1.1	0.9	0.6	0.4
PACIFIC..............	304 600	85.5	0.5	1.0	0.8	0.5	1.5	2.1	1.8	1.9	3.0	1.4
SELECTED STATES:												
CALIFORNIA...........	263 300	84.2	0.5	1.1	0.9	0.6	1.7	2.2	1.9	2.1	3.5	1.4
FLORIDA..............	44 900	68.4	0.9	2.2	2.2	3.6	6.2	7.3	5.3	2.9	0.9	0.0
GEORGIA..............	41 000	69.3	5.6	1.7	4.6	2.7	6.1	4.1	3.2	2.4	0.2	0.0
ILLINOIS.............	74 800	88.6	0.4	0.8	0.3	0.5	1.1	0.5	2.0	1.9	3.1	0.8
LOUISIANA............	39 600	79.8	1.0	4.5	4.5	2.5	2.3	2.5	1.8	1.0	0.0	0.0
MASSACHUSETTS........	49 200	89.4	0.2	1.2	0.4	1.4	3.7	0.4	0.8	1.0	0.8	0.6
MICHIGAN.............	53 000	92.8	0.6	0.6	0.9	0.9	1.1	1.3	0.4	0.9	0.4	0.0
NEW JERSEY...........	53 000	88.5	0.6	0.9	0.4	0.4	1.5	0.8	0.9	2.5	3.2	0.4
NEW YORK.............	258 800	91.8	0.1	0.2	0.4	0.1	0.5	0.8	1.5	1.4	3.0	0.3
OHIO.................	62 200	84.6	0.3	0.6	0.3	0.6	2.4	2.1	2.9	2.4	3.4	0.3
PENNSYLVANIA.........	88 400	93.6	0.5	0.7	0.6	0.2	0.8	0.7	1.0	1.0	0.7	0.3
TEXAS................	36 400	73.6	1.9	2.5	3.6	3.8	6.3	4.7	2.2	1.4	0.0	0.0
PUERTO RICO..........	39 100	94.4	1.3	1.0	0.5	1.5	0.8	0.5	0.0	0.0	0.0	0.0

Item 22.

Department of Health, Education, and Welfare
Social and Rehabilitation Service

National Center for Social Statistics
February 4, 1971

AFDC: Earnings of mothers and estimated amount subject to disregard, 1/ May 1969

State	Families with working mothers		Earnings of mothers				
			Total	Amount subject to disregard 1/			
						Average for--	
	Number	Percent of all families		Total	Percent of total earnings	Families with working mothers	All recipients
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
Total...........	216,900	13.3	$39,304,700	$17,439,567	44.4	$80.40	$2.66
Selected States, 2/ total	143,500	13.0	28,193,700	12,267,900	43.5	85.49	2.89
California............	40,200	15.3	9,334,100	3,915,367	41.9	97.40	3.90
Florida..............	14,900	33.2	2,152,100	1,015,367	48.2	68.15	5,77
Georgia..............	12,400	30.2	1,473,000	739,000	50.2	59.60	4.68
Illinois..............	8,600	11.5	1,993,700	836,567	42.0	97.28	2.49
Louisiana.............	7,800	19.7	795,600	421,200	52.9	54.00	2.41
Massachusetts.........	5,700	11.6	849,900	397,300	46.7	69.70	2.20
Michigan..............	3,000	5.7	527,300	235,767	44.7	(3/)	(3/)
New Jersey............	5,800	10.9	1,351,600	566,533	41.9	97.68	2.64
New York..............	20,600	8.0	5,471,200	2,235,733	40.9	108.53	2.22
Ohio..................	9,400	15.1	2,073,400	879,133	42.4	93.52	3.53
Pennsylvania..........	5,700	6.4	1,045,200	462,400	44.2	81.12	1.24
Texas.................	9,400	25.8	1,126,600	563,533	50.0	59.95	3.48
Puerto Rico 2/...........	1,600	4.1	148,800	81,600	54.8	(3/)	(3/)
All other States.........	71,800	13.6	10,962,200	5,090,067	46.4	70.89	2.42

1/ Estimate based on assumption that no mother earns less than $30 and the first $30 of each mother's earnings is disregarded plus one-third of the remainder.
2/ Detail available only for 12 States and Puerto Rico.
3/ Not computed; base too small.

Item 23.

TABLE 74.--NUMBER OF AFDC FAMILIES WITH EACH TYPE OF INCOME OTHER THAN ASSISTANCE, 1969

CENSUS DIVISION AND STATE	TOTAL FAMILIES	FAMILIES WITH NO INCOME OTHER THAN ASSISTANCE	FAMILIES WITH INCOME OTHER THAN ASSISTANCE FROM										
			ONE OR MORE SOURCES	EARNINGS OF				EARNINGS OR INCENTIVE PAYMENTS FROM WIN	CONTRIBUTIONS FROM ABSENT FATHER	OASDI BENEFITS	UNEMPLOYMENT COMPENSATION	CONTRIBUTIONS FROM OTHERS IN THE HOME, AND OTHER CASH INCOME	INCOME IN KIND WITH MONEY VALUE ASSIGNED
				MOTHER	FATHER	CHILDREN	OTHER PERSONS						
TOTAL:													
NUMBER	1 630 500	912 300	718 200	223 500	58 700	21 600	1 900	34 800	232 700	126 700	10 200	80 600	80 600
PERCENT	100.0	56.0	44.0	13.7	3.6	1.3	.1	2.1	14.3	7.8	.6	4.9	4.9
CENSUS DIVISION:													
NEW ENGLAND	90 900	58.2	41.8	12.4	2.2	1.3	.0	2.2	20.6	5.7	.3	4.0	4.0
MIDDLE ATLANTIC	400 200	63.8	36.2	8.2	3.3	.9	.1	.8	13.3	5.0	.6	4.2	4.2
EAST NORTH CENTRAL	225 900	61.7	38.3	12.5	2.3	1.1	.0	1.8	15.1	6.0	.2	4.1	4.1
WEST NORTH CENTRAL	88 700	41.0	59.0	21.4	4.2	2.4	.1	1.5	15.6	11.7	.7	7.3	7.3
SOUTH ATLANTIC	204 800	53.7	46.3	18.2	1.9	.8	.0	1.3	13.4	9.4	.4	4.7	4.7
EAST SOUTH CENTRAL	113 000	45.8	54.2	16.9	2.3	2.1	.0	2.7	10.7	15.0	.3	7.6	7.6
WEST SOUTH CENTRAL	108 900	50.4	49.6	21.3	1.7	1.2	.2	1.1	15.1	12.0	.2	6.7	6.7
MOUNTAIN	54 000	59.1	40.9	11.1	2.8	1.7	.0	1.7	13.5	9.6	.0	4.3	4.3
PACIFIC	304 600	52.2	47.8	14.5	6.5	1.7	.4	4.9	15.4	6.5	1.5	3.8	3.8
SELECTED STATES:													
CALIFORNIA	263 300	.0	50.2	15.8	7.1	1.6	.5	5.3	15.4	6.7	1.7	3.8	3.8
FLORIDA	44 900	.0	45.2	31.6	2.0	.4	.0	.0	11.8	9.6	.4	3.3	3.3
GEORGIA	41 000	.0	42.7	30.7	2.2	1.7	.0	.0	14.6	12.2	.7	2.7	2.7
ILLINOIS	74 800	.0	67.4	11.4	1.6	1.9	.0	.5	12.3	4.9	.1	2.7	2.7
LOUISIANA	39 600	.0	48.0	20.2	2.3	.5	.5	2.8	16.9	12.6	.5	7.1	7.1
MASSACHUSETTS	49 200	.0	62.9	10.6	.8	1.0	.0	2.4	17.7	5.3	.4	4.1	4.1
MICHIGAN	53 000	.0	59.2	7.2	1.1	.6	.0	2.3	23.0	6.0	.4	7.5	7.5
NEW JERSEY	53 000	.0	39.2	11.5	2.5	.4	.2	1.5	20.0	6.2	.4	4.0	4.0
NEW YORK	258 800	.0	70.2	8.2	2.4	1.0	.0	.8	10.5	4.6	.6	3.2	3.2
OHIO	62 200	.0	62.4	15.4	3.7	.3	.0	2.4	10.1	4.5	.2	3.1	3.1
PENNSYLVANIA	88 400	.0	52.8	6.4	6.3	1.0	.2	.5	17.6	5.4	.8	7.2	7.2
TEXAS	36 400	.0	45.9	26.4	.3	2.2	.0	.3	16.2	3.3	.0	9.6	9.6
PUERTO RICO	39 100	.0	52.4	5.6	12.5	2.0	.0	3.8	6.9	7.7	1.0	13.6	13.6

Item 24.

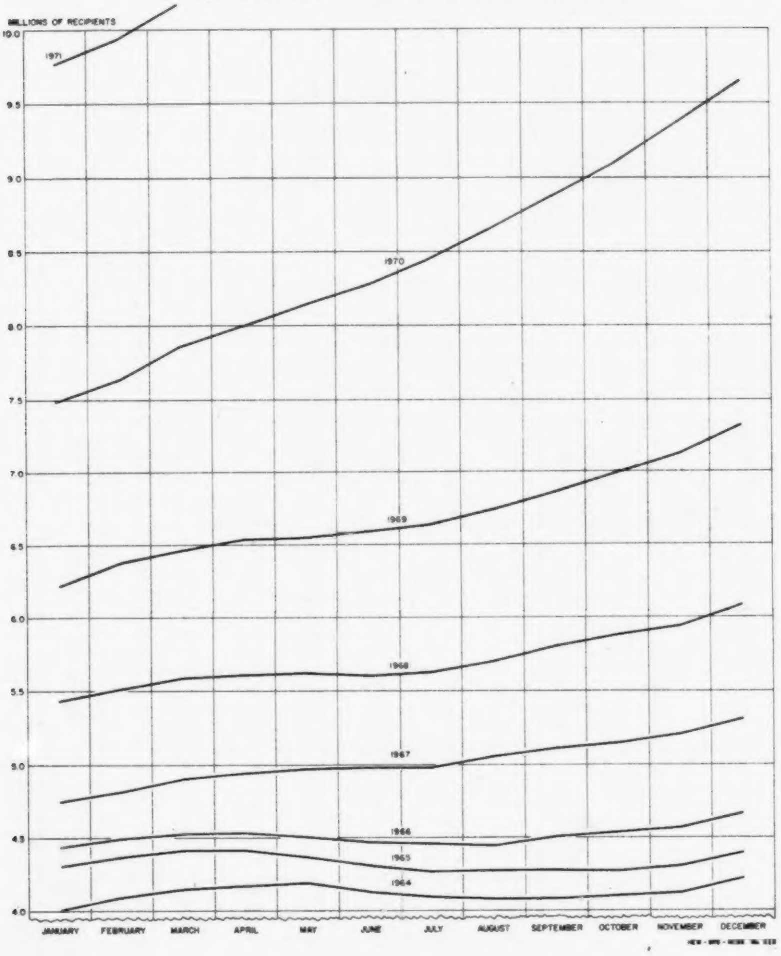
TABLE 75A.--TOTAL MONTHLY AMOUNTS OF DEDUCTIONS ALLOWED FROM
NON-ASSISTANCE INCOME OF AFDC FAMILIES,
BY REASON FOR DEDUCTION, 1969

CENSUS DIVISION AND STATE	TOTAL	AMOUNT DEDUCTED FROM GROSS NON-ASSISTANCE INCOME *1*					
		COSTS ATTRIB-UTABLE TO EMPLOYMENT	ASSIGNED TO SUPPORT OF OTHER DEPENDENTS	COST OF CARE OF CHILDREN WHILE PARENT WORKS	OTHER EXPENSES NOT INCLUDED IN ASSISTANCE BUDGET	AMOUNT SET ASIDE FOR FUTURE IDENTIFIABLE NEEDS OF CHILDREN	ADDITIONAL AMOUNT DISREGARDED
TOTAL							
AMOUNT..............	$37 483 600	$13 455 300	$2 482 800	$5 757 300	$2 608 000	$613 100	$12 567 100
PERCENT............	100.0	35.9	6.6	15.4	7.0	1.6	33.5
CENSUS DIVISION:							
NEW ENGLAND.........	1 824 700	565 500	133 000	126 000	101 600	53 100	845 500
MIDDLE ATLANTIC.....	6 717 400	2 645 000	85 400	1 208 700	272 900	84 200	2 421 200
EAST NORTH CENTRAL..	5 858 500	1 552 000	525 500	688 300	666 300	38 700	2 387 700
WEST NORTH CENTRAL..	2 946 400	952 500	558 900	569 900	217 400	53 500	594 200
SOUTH ATLANTIC......	2 713 800	960 700	266 600	546 900	155 400	7 300	776 900
EAST SOUTH CENTRAL..	1 293 800	420 600	135 100	235 700	11 000	30 000	461 400
WEST SOUTH CENTRAL..	1 839 400	590 100	26 000	279 200	49 200	0	894 900
MOUNTAIN............	873 700	318 700	173 300	68 900	132 600	25 000	155 200
PACIFIC.............	13 248 300	5 427 900	528 800	2 031 900	982 800	319 100	3 957 800
SELECTED STATES:							
CALIFORNIA..........	12 564 200	5 285 700	456 400	1 937 800	908 500	256 200	3 719 600
FLORIDA.............	1 006 900	291 700	147 400	148 400	46 600	3 400	369 400
GEORGIA.............	812 500	376 400	85 300	219 200	2 200	0	129 400
ILLINOIS............	1 796 700	424 500	230 900	172 300	163 500	4 100	801 400
LOUISIANA...........	480 800	221 900	20 000	120 900	47 000	0	71 000
MASSACHUSETTS.......	748 200	216 800	59 600	46 700	62 200	19 400	343 500
MICHIGAN............	392 100	174 300	6 000	18 800	45 500	1 000	146 500
NEW JERSEY..........	1 117 900	499 600	12 300	168 500	3 900	8 000	425 600
NEW YORK............	4 021 100	1 793 800	56 800	850 600	259 000	71 200	989 700
OHIO................	2 696 200	616 100	220 400	355 500	335 400	20 200	1 148 600
PENNSYLVANIA........	1 578 400	351 600	16 300	189 600	10 000	5 000	1 005 900
TEXAS...............	928 800	217 900	6 000	102 800	0	0	602 100
PUERTO RICO.........	163 900	22 300	50 200	1 800	15 100	2 200	72 300

1 AMOUNTS DEDUCTED FROM GROSS INCOME FROM NON-ASSISTANCE SOURCES IN DETERMINING AMOUNT OF INCOME TO BE APPLIED TO RECOGNIZED NEED IN COMPUTING ASSISTANCE PAYMENT FOR THE FAMILY.

CHART I

AFDC: MONTHLY NUMBER OF RECIPIENTS, ACTUAL JANUARY 1964 TO DATE



Item 26.

Table 1.--AFDC: Selected data for the United States, fiscal years 1965 to 1970 and April 1970-March 1971

Fiscal year	Recipients				Average monthly payments		Expenditures for assistance payments		
	Average monthly number	Increase from preceding year		Rate per 1,000, June 1/	Amount	Increase from preceding year	Amount	Increase from preceding year	
		Number	Percent					Amount	Percent
1965........................	4,237,000	---	---	45	$31.25	---	$1,588,663,000	---	---
1966........................	4,395,000	158,000	+3.7	47	32.90	$1.65	1,734,301,000	$145,638,000	+9.2
1967........................	4,714,000	319,000	+7.3	52	36.10	3.20	2,043,339,000	309,038,000	+17.8
1968........................	5,349,000	635,000	+13.5	58	39.50	3.40	2,536,437,000	493,098,000	+24.1
1969........................	6,154,000	805,000	+15.0	68	42.55	3.05	3,141,660,000	605,223,000	+23.9
1970........................	7,429,000	1,275,000	+20.7	85	45.70	3.15	4,074,043,000	932,383,000	+29.7
April 1970-March 1971........	9,037,000	2/ 2,003,000	2/+28.5	3/103	48.70	4/ 3.85	5,279,058,000	5/ 1,491,987,000	5/ +39.4

1/ Child AFDC recipients per 1,000 children under 18 years of age in the population.
2/ From April 1969-March 1970 when average was 7,034,000.
3/ March 1971 related to estimated population under 18 in January 1971, most recent month for which data are available.
4/ From April 1969-March 1970 when 12-month average was $44.85.
5/ From April 1969-March 1970 when expenditure was $3,787,071,000.

Item 27.

Table 7.--Aid to families with dependent children: Recipients of money payments and amount of payments, by State, March 1971 1/

[Excludes vendor payments for institutional services in intermediate care facilities and for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients			Percentage change from--			
		Total 2/	Children	Total amount	Average per--		February 1971 in--		March 1970 in--	
					Family	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total 3/..	2,705,000	10,166,000	7,371,000	4/$511,802,000	4/$186.50	4/$49.60	+2.2	4/ +2.7	+29.4	4/ +38.5
Ala.	44,700	175,000	133,000	2,651,000	59.35	15.15	+2.2	+2.1	+34.7	+31.8
Alaska	3,300	10,300	7,800	725,000	220.40	70.15	+2.6	+2.2	+25.1	+83.5
Ariz.	16,700	64,600	49,800	2,062,000	123.45	31.90	+2.3	+2.2	+22.5	+26.3
Ark.	17,500	65,200	49,000	1,637,000	93.55	25.10	+3.0	+3.2	+38.0	+53.0
Calif. 3/	461,000	1,639,000	1,130,000	85,646,000	185.65	52.25	+2.9	+.2	+32.5	+31.2
Colo. 3/	27,900	93,500	70,900	5,146,000	184.45	55.30	+1.7	+1.8	+39.1	+77.0
Conn.	28,800	104,000	78,200	7,271,000	252.45	69.90	+2.5	+9.8	+20.8	+34.8
Del. 3/	7,200	26,600	19,500	976,000	134.65	36.65	-1.4	-.6	+28.9	+37.3
D. C. 3/	18,200	66,900	50,100	3,712,000	204.20	55.50	+3.0	+2.9	+58.5	+60.5
Fla.	72,600	271,000	208,000	6,559,000	90.30	24.20	+1.7	+2.2	+26.9	+35.3
Ga.	78,700	277,000	207,000	7,924,000	100.65	28.65	+2.1	+2.3	+31.7	+33.7
Guam	480	2,200	1,800	103,000	217.40	46.20	-1.7	+.8	+27.0	+69.8
Hawaii 3/	8,800	33,300	23,200	2,393,000	271.00	71.90	+.4	+7.9	+27.1	+56.8
Idaho	5,300	18,600	13,100	943,000	178.25	50.55	+1.0	+.6	+9.0	+13.0
Ill. 3/	135,000	556,000	411,000	32,452,000	239.65	58.40	+5.7	+7.4	+44.5	+58.0
Ind.	33,800	127,000	94,100	4,579,000	135.35	36.10	+4.2	+4.1	+57.4	+54.0
Iowa	21,700	77,700	55,300	4,109,000	189.60	52.85	+1.7	+2.4	+17.4	+20.9
Kans. 3/	21,400	76,900	57,200	4,304,000	201.05	56.00	+2.2	+2.9	+38.0	+52.8
Ky.	39,100	143,000	103,000	4,456,000	114.05	31.10	+.3	+.8	+8.3	+11.4
La.	57,700	234,000	181,000	4,625,000	80.10	19.80	+.4	+.8	+9.9	+10.2
Maine 3/	15,800	58,000	41,400	2,334,000	147.85	40.25	+3.3	+3.1	+49.6	+26.0
Md. 3/	46,000	171,000	128,000	7,370,000	160.05	43.20	+1.9	+1.2	+24.7	+29.3
Mass. 3/	75,200	270,000	194,000	4/ 25,533,000	4/240.85	4/67.10	+2.1	4/ -.7	+23.4	4/ +20.9
Mich. 3/	109,000	405,000	296,000	25,128,000	231.40	62.10	+4.0	+5.2	+43.9	+77.8
Minn. 3/	32,600	107,000	79,900	7,769,000	238.65	72.75	+2.6	+4.1	+33.8	+40.7
Miss.	34,200	5/ 132,000	5/ 107,000	1,842,000	53.75	13.95	+.8	+16.6	+10.9	+28.1
Mo. 3/	51,300	187,000	141,000	5,736,000	111.30	30.60	+2.8	+3.0	+27.8	+31.9
Mont.	5,700	19,300	14,300	884,000	155.35	45.90	+3.3	+3.4	+33.3	+38.9
Nebr. 3/	11,100	40,200	29,700	1,666,000	149.30	41.50	+2.3	+3.0	+36.5	+46.6
Nev.	5,000	16,100	12,000	489,000	97.80	30.40	+6.6	+6.4	+27.0	+23.8
N. H.	4,100	14,900	10,700	913,000	224.00	61.10	+3.8	+4.4	+57.0	+98.5
N. J. 3/	109,000	444,000	315,000	27,762,000	254.80	62.50	+.8	+1.1	+34.5	+41.1
N. Mex.	15,900	58,400	44,200	1,902,000	119.30	32.55	+.2	+.1	+8.5	+9.1
N. Y. 3/	342,000	1,279,000	909,000	99,375,000	290.85	77.70	+1.3	+4.0	+18.6	+40.1
N. C.	41,800	156,000	117,000	4,909,000	117.60	31.55	+1.4	+1.6	+17.2	+20.9
N. Dak.	3,600	12,700	9,500	772,000	216.35	60.55	-.2	+.4	+14.6	+34.0
Ohio 3/	99,800	372,000	272,000	16,435,000	164.70	44.15	+3.9	+4.3	+34.4	+44.2
Okla. 3/	31,000	111,000	82,700	4,157,000	134.20	37.40	+1.9	+2.0	+13.1	+15.4
Oreg. 3/	28,800	103,000	70,400	4,787,000	166.50	46.35	-2.7	-2.9	+15.9	+14.4
Pa. 3/	155,000	607,000	424,000	37,815,000	244.30	62.35	+1.9	+3.4	+35.4	+38.3
P. R.	59,800	302,000	219,000	2,735,000	45.75	9.05	+1.1	+1.5	+31.8	+27.3
R. I. 3/	12,700	47,500	33,800	2,937,000	230.90	61.80	+.2	+4.5	+22.9	+38.5
S. C.	19,800	77,100	58,600	1,529,000	77.10	19.80	+3.5	+3.8	+36.1	+37.3
S. Dak.	5,600	19,900	14,800	1,066,000	189.40	53.60	+.5	+.3	+18.8	+35.7
Tenn.	49,300	177,000	135,000	5,262,000	106.85	29.75	+1.9	+2.0	+30.7	+32.3
Tex.	91,000	365,000	272,000	10,723,000	117.85	29.35	+3.6	+4.2	+53.3	+52.5
Utah 3/	10,700	38,900	26,500	1,609,000	151.00	41.40	-3.0	-4.6	+12.6	+6.1
Vt. 3/	4,600	16,700	11,600	1,035,000	225.00	62.15	+2.7	+2.9	+35.6	+55.8
V. I.	590	2,400	2,000	80,600	136.60	34.00	+1.6	+1.2	+24.0	+47.7
Va.	33,800	126,000	93,100	6,014,000	178.00	47.30	+2.3	+2.6	+34.3	+49.3
Wash. 3/	44,100	154,000	105,000	9,212,000	208.95	59.75	-.7	-2.9	+23.9	+33.6
W. Va. 3/	24,400	99,600	70,300	2,696,000	110.45	27.05	+1.1	+.9	+1.6	-.4
Wis.	29,800	104,000	78,000	6,765,000	227.05	64.85	+4.4	+5.7	+30.7	+54.1
Wyo.	2,000	6,700	5,000	286,000	144.65	42.65	+1.5	+1.6	+20.0	+21.3

1/ All data subject to revision. Data include nonmedical vendor payments other than those for institutional services in intermediate care facilities. Data also include AFDC-foster care; separate data for foster care appear in releases for February, May, August, and November.

2/ Includes as recipients the children and 1 or both parents or 1 caretaker relative other than a parent in families in which the requirements of such adults were considered in determining the amount of assistance.

3/ Includes data on unemployed-parent segment; see table 8.

4/ Amount includes $7,418,000 representing grants for special needs in Massachusetts for the quarter April-June 1971. The average payments and percentage changes exclude this amount. Including this amount the average payments, per family and per recipient, would be, respectively: U.S. total, $189.25 and $50.35; and Massachusetts, $339.45 and $94.75.

5/ Estimated by State.

Item 28.

Table 4.--Aid to families with dependent children: Monthly amount for basic needs under full standard and payment standard and largest amount paid for basic needs for a family consisting of four recipients, by State, March 1971

State	Monthly amount for basic needs				Largest amount paid for basic needs	
	Full standard	Payment standard 1/			Amount	Percent of full standard for basic needs in column (1)
		Total	Other than rent	Rent		
	(1)	(2)	(3)	(4)	(5)	(6)
Alabama	$230	$230	$185	$45	$81	35
Alaska	400	400	(2/)	(2/)	375	94
Arizona	256	256	186	70	167	65
Arkansas	255	200	165	35	106	42
California	380	380	240	140	221	58
Colorado	235	235	166	69	235	100
Connecticut	330	330	176	154	330	100
Delaware	287	236	186	50	187	65
District of Columbia	318	238	144	3/ 94	238	75
Florida	223	223	142	81	134	60
Georgia	208	208	168	40	133	64
Guam	(2/)	(2/)	(2/)	(2/)	(2/)	(2/)
Hawaii	263	263	175	88	263	100
Idaho	272	242	180	62	242	89
Illinois	284	284	187	97	284	100
Indiana	363	363	263	100	150	41
Iowa	300	243	186	57	243	81
Kansas	265	251	196	4/ 55	251	95
Kentucky	264	216	176	40	187	71
Louisiana	213	213	163	4/ 50	109	51
Maine	349	349	234	115	168	48
Maryland	302	196	155	41	196	65
Massachusetts	349	349	271	78	349	100
Michigan	293	293	208	85	293	100
Minnesota	299	299	209	4/ 90	299	100
Mississippi	232	232	192	40	60	26
Missouri	325	325	260	65	130	40
Montana	250	228	170	58	228	91
Nebraska	330	330	230	100	200	61
Nevada	317	317	212	105	143	45
New Hampshire	294	294	209	85	294	100
New Jersey	347	347	247	4/ 100	347	100
New Mexico	203	203	156	47	182	90
New York	336	336	231	4/5/ 105	336	100
North Carolina	184	158	96	3/ 62	158	86
North Dakota	284	284	212	5/ 72	284	100
Ohio	258	200	104	3/ 96	200	78
Oklahoma	218	185	145	40	185	85
Oregon	281	225	175	50	225	80
Pennsylvania	313	313	227	86	313	100
Puerto Rico	132	132	112	4/ 20	53	40
Rhode Island	263	263	183	80	263	100
South Carolina	198	198	158	40	103	52
South Dakota	300	300	200	100	300	100
Tennessee	217	217	184	33	129	59
Texas	239	179	146	33	179	75
Utah	271	189	143	4/ 46	189	70
Vermont	327	327	223	104	327	100
Virgin Islands	166	166	(2/)	(2/)	166	100
Virginia	279	261	166	3/ 95	261	94
Washington	303	303	203	100	303	100
West Virginia	265	138	100	38	138	52
Wisconsin	255	217	144	4/ 73	217	85
Wyoming	277	265	194	71	227	82

1/ Payment standard for the specified type of family living by itself in rented quarters for which monthly rental, unless otherwise indicated, is at least as large as the maximum amount allowed by the State for this item.

2/ Data not reported.

3/ Utilities included in rent.

4/ Estimated average.

5/ Heat included in rent. Higher rent authorized with supervisory approval.

Note: The full standard is the amount with which income from all sources is compared to determine whether or not financial eligibility exists. Use of the full standard for this purpose (where this is different from the payment standard) is mandatory only for AFDC applicant families with earned income who have not received assistance in any one of the four preceding months.

The payment standard is the amount from which income "available for basic needs" is subtracted to determine the amount of assistance to which a family is entitled.

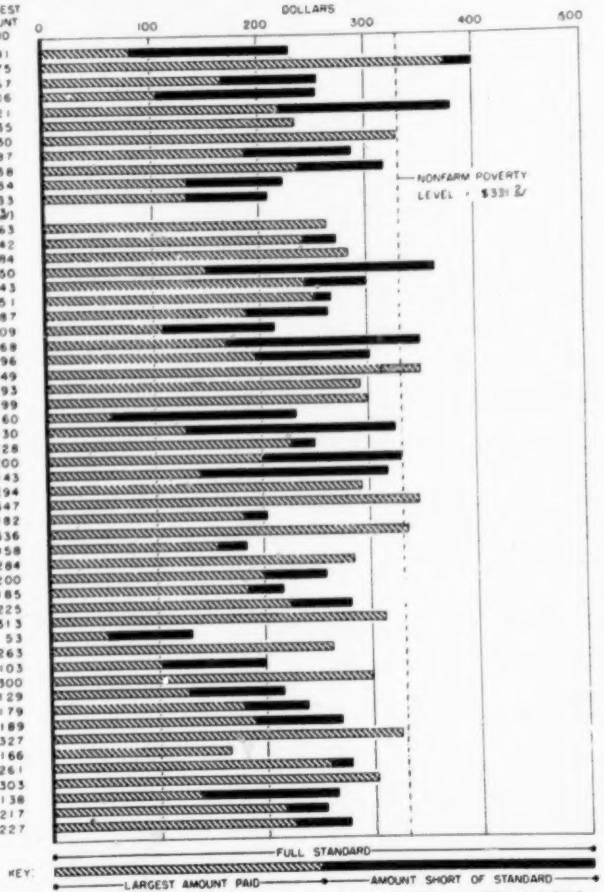
The largest amount paid is the total monthly payment for basic needs made under State law or agency regulations to families with no other income.

Item 29.

CHART 2.

AID TO FAMILIES WITH DEPENDENT CHILDREN: FULL MONTHLY STANDARD FOR BASIC NEEDS FOR A FAMILY CONSISTING OF FOUR RECIPIENTS AND LARGEST AMOUNT THAT CAN BE PAID TO SUCH FAMILY, BY STATE, MARCH 1971 1/

	FULL STANDARD	LARGEST AMOUNT PAID
ALA	$230	$81
ALASKA	400	375
ARIZ	256	167
ARK	255	106
CALIF	380	221
COLO	235	235
CONN	330	330
DEL	287	187
D C	318	238
FLA	223	134
GA	208	133
GUAM	(3/)	(3/)
HAWAII	263	263
IDAHO	272	242
ILL	284	284
IND	363	150
IOWA	300	243
KANS	265	251
KY	264	187
LA	213	109
MAINE	349	168
MD	302	196
MASS	349	349
MICH	293	293
MINN	299	299
MISS	232	60
MO	325	130
MONT	250	228
NEBR	330	200
NEV	317	143
N H	294	294
N J	347	347
N MEX	203	182
N Y	336	336
N C	184	158
N DAK	284	284
OHIO	258	200
OKLA	218	185
OREG	281	225
PA	313	313
P R	132	53
R I	263	263
S C	198	103
S DAK	300	300
TENN	217	129
TEX	239	179
UTAH	271	189
VT	327	327
V I	166	166
VA	279	261
WASH	303	303
W VA	265	138
WIS	255	217
WYO	277	227



1/ DATA BASED ON ASSUMPTIONS THAT THE FAMILY: (1) IS LIVING BY ITSELF IN RENTED QUARTERS; (2) NEEDS AN AMOUNT FOR RENT THAT IS AT LEAST AS LARGE AS THE MAXIMUM AMOUNT ALLOWED BY THE STATE FOR THIS ITEM; AND (3) HAS NO INCOME OTHER THAN ASSISTANCE.

2/ FOR A FOUR-MEMBER FAMILY IN CALENDAR YEAR 1970. SOURCE: BUREAU OF THE CENSUS, CURRENT POPULATION REPORTS, SERIES P-60, NO. 77.

3/ DATA NOT REPORTED.

HEW-SRS-NCSS No. 369

Item 30.

AFDC: Recipient rate and average monthly payment, March 1971; and expenditure per inhabitant, calendar year 1970

State	Total recipient rate per 1,000 civilian population (1)	Average monthly payment per recipient (2)	Expenditure per inhabitant (3)	Rank of State in-- Recipient rate (4)	Rank of State in-- Average monthly payment (5)	Rank of State in-- Expenditure per inhabitant (6)
Total	49.4	$49.60	$23.55	---	---	---
Alabama	51.2	15.15	7.55	14	52	53
Alaska	37.4	70.15	20.50	29	4	16
Arizona	36.3	31.90	12.15	31	39	36
Arkansas	33.9	25.10	7.65	37	48	52
California	82.6	52.25	42.75	3	22	2
Colorado	44.7	52.30	20.05	24	21	17
Connecticut	34.1	69.90	22.50	36	5	13
Delaware	48.5	36.65	17.25	17	35	24
Dist. of Col	91.3	55.50	42.60	2	18	3
Florida	39.5	24.20	9.45	28	49	47
Georgia	60.7	28.65	16.95	7	46	26
Guam	30.2	46.20	11.20	42	26	41
Hawaii	46.2	71.80	27.15	19	3	8
Idaho	26.1	50.55	14.85	49	23	31
Illinois	49.9	58.40	24.80	15	16	10
Indiana	24.2	36.10	7.75	50	36	51
Iowa	27.4	52.85	15.30	47	20	28
Kansas	34.6	56.00	17.10	35	17	25
Kentucky	44.8	31.10	15.15	23	41	29
Louisiana	64.5	19.80	15.10	5	51	30
Maine	59.0	40.25	22.30	9	33	14
Maryland	43.7	43.20	18.95	25	29	21
Massachusetts	47.3	67.20	37.35	18	6	4
Michigan	45.2	62.10	23.25	20	11	12
Minnesota	27.7	72.75	19.50	46	2	20
Mississippi	60.0	13.95	8.15	8	53	50
Missouri	40.0	30.60	12.15	27	42	37
Montana	28.0	45.90	11.45	44	27	40
Nebraska	27.1	41.50	10.95	48	31	42
Nevada	32.9	30.40	10.70	38	43	43
New Hampshire	20.0	61.10	9.75	54	13	46
New Jersey	61.9	62.50	37.05	6	8	5
New Mexico	57.9	32.55	21.35	10	38	15
New York	70.0	77.70	52.05	4	1	1
North Carolina	31.2	31.55	9.75	40	40	45
North Dakota	21.2	60.55	12.35	52	14	35
Ohio	34.7	44.15	14.30	34	28	32
Oklahoma	43.6	37.40	17.75	26	34	23
Oregon	48.7	46.35	23.75	16	25	11
Pennsylvania	51.3	62.35	30.60	13	9	6
Puerto Rico	111.8	9.05	10.45	1	54	44
Rhode Island	51.3	61.80	30.60	12	12	7
South Carolina	30.4	19.80	5.65	41	50	54
South Dakota	30.2	53.60	16.15	43	19	27
Tennessee	45.0	29.75	13.50	22	44	34
Texas	32.6	29.35	8.20	39	45	49
Utah	36.2	41.40	18.65	32	32	22
Vermont	36.9	62.15	19.50	30	10	19
Virgin Islands	36.2	34.00	11.75	33	37	39
Virginia	27.9	47.80	11.90	45	24	33
Washington	45.2	59.75	26.75	21	15	9
West Virginia	57.2	27.05	19.55	11	47	18
Wisconsin	23.4	64.85	13.75	51	7	33
Wyoming	20.2	42.65	9.00	53	30	48

Item 31.

Table 7.--Aid to families with dependent children: Expenditures for assistance to recipients, by source of funds, fiscal year ended June 30, 1970

[Excludes vendor payments for institutional services in intermediate care facilities and emergency assistance. Amounts in thousands]

State	Total assistance including vendor payments for medical care	Vendor payments for medical care 1/		Total including vendor payments for medical care					
				Federal funds		State funds		Local funds	
		Amount	Percent of total	Amount	Percent	Amount	Percent	Amount	Percent
Total	$4,081,850	$16,384	2/ 8.1	$2,187,002	53.6	$1,442,484	35.3	$452,365	11.1
Alabama	22,793	4	(3/)	18,404	80.7	4,376	19.2	12	.1
Alaska	4,264	1	.1	2,135	50.1	2,129	49.9	---	---
Arizona	19,461	---	---	14,912	76.6	4,548	23.4	---	---
Arkansas	12,544	617	10.2	9,910	79.0	2,634	21.0	---	---
California	691,059	---	---	328,364	47.5	237,163	34.3	125,531	18.2
Colorado	32,398	---	---	17,501	54.0	8,418	26.0	6,480	20.0
Connecticut	68,014	---	---	29,534	43.4	38,480	56.6	---	---
Delaware	8,168	---	---	5,295	64.8	2,873	35.2	---	---
District of Columbia	23,662	---	---	12,132	51.3	11,530	48.7	---	---
Florida	59,398	1,415	4.7	46,003	77.4	13,395	22.6	---	---
Georgia	66,807	---	---	51,213	76.7	12,922	19.3	2,672	4.0
Guam	708	---	---	354	50.0	354	50.0	---	---
Hawaii	16,545	---	---	8,076	48.8	8,469	51.2	---	---
Idaho	9,379	---	---	6,460	68.9	2,919	31.1	---	---
Illinois	228,160	---	---	98,571	43.2	129,589	56.8	---	---
Indiana	34,158	4,093	24.2	19,902	58.3	8,554	25.0	5,703	16.7
Iowa	39,205	---	---	21,669	55.3	8,768	22.4	8,768	22.4
Kansas	32,043	---	---	18,299	57.1	7,147	22.3	6,598	20.6
Kentucky	46,571	---	---	35,410	76.0	11,160	24.0	---	---
Louisiana	49,462	---	---	40,066	81.0	9,395	19.0	---	---
Maine	18,354	---	---	12,891	70.2	3,381	18.4	2,082	11.3
Maryland	65,025	---	---	35,441	54.5	28,002	43.1	1,582	2.4
Massachusetts	172,720	---	---	78,514	45.5	94,205	54.5	1	(3/)
Michigan	160,308	---	---	80,088	50.0	80,220	50.0	---	---
Minnesota	61,213	---	---	34,857	56.9	13,306	21.7	13,050	21.3
Mississippi	16,179	---	---	13,451	83.1	2,728	16.9	---	---
Missouri	48,824	---	---	35,358	72.4	13,466	27.6	---	---
Montana	6,509	---	---	4,179	64.2	1,754	27.0	576	8.8
Nebraska	13,338	---	---	8,019	60.1	5,316	39.9	2	(3/)
Nevada	4,703	---	---	3,216	68.4	1,486	31.6	---	---
New Hampshire	5,026	---	---	2,969	59.1	2,058	40.9	---	---
New Jersey	216,131	6,283	6.2	84,473	39.1	98,774	45.7	32,883	15.2
New Mexico	19,554	---	---	14,903	76.2	4,651	23.8	---	---
New York	856,461	---	---	420,020	49.0	219,471	25.6	216,970	25.3
North Carolina	48,378	3,634	14.7	35,318	73.0	7,123	14.7	5,938	12.3
North Dakota	6,234	---	---	4,388	70.4	1,512	24.3	334	5.4
Ohio	123,245	---	---	69,398	56.3	49,376	40.1	4,472	3.6
Oklahoma	41,443	---	---	27,938	67.4	13,505	32.6	---	---
Oregon	39,817	---	---	22,482	56.5	17,334	43.5	---	---
Pennsylvania	287,528	---	---	157,249	54.7	130,278	45.3	---	---
Puerto Rico	25,261	---	---	4/ 11,945	47.3	13,316	52.7	---	---
Rhode Island	23,418	---	---	11,397	48.7	12,021	51.3	---	---
South Carolina	11,917	---	---	9,779	82.1	2,138	17.9	---	---
South Dakota	8,775	---	---	5,679	64.7	3,096	35.3	---	---
Tennessee	45,889	336	3.4	34,975	76.2	8,731	19.0	2,183	4.8
Texas	68,080	---	---	52,235	76.7	15,845	23.3	---	---
Utah	16,349	---	---	11,213	68.6	5,136	31.4	---	---
Vermont	7,664	---	---	4,977	64.9	2,686	35.1	---	---
Virgin Islands	633	---	---	4/ 311	49.1	322	50.9	---	---
Virginia	44,874	---	---	28,921	64.4	9,716	21.7	6,237	13.9
Washington	75,160	---	---	37,097	49.4	38,063	50.6	---	---
West Virginia	30,287	---	---	23,338	77.1	6,949	22.9	---	---
Wisconsin	45,304	---	---	24,401	53.9	11,152	24.6	9,752	21.5
Wyoming	2,452	---	---	1,370	55.8	542	22.1	541	22.1

1/ Payments cover only July-December 1969. Beginning January 1970, all medical assistance is provided under Title XIX.
2/ Vendor payments for medical care as a percent of total is computed on a total that includes assistance for only those months during which vendor medical payments were made under aid to families with dependent children.
3/ Less than 0.05 percent.
4/ Amount less than that obtained by applying formula for computing Federal funds because of the statutory limitation on the aggregate amount of Federal funds that can be made available for a fiscal year.

Item 32.

AFDC: Expenditures for assistance payments, aggregate and amount per inhabitant, calendar years 1969 and 1970

State	Calendar year 1969		Calendar year 1970	
	Aggregate (000)	Amount per inhabitant	Aggregate (000)	Amount per inhabitant
Total.................	$3,563,427	$17.40	$4,852,880	$23.55
Alabama....................	20,349	5.75	26,031	7.55
Alaska.....................	4,038	14.40	6,193	20.50
Arizona....................	16,717	9.90	21,525	12.15
Arkansas...................	10,187	5.10	14,686	7.65
California.................	604,439	31.10	852,576	42.75
Colorado...................	28,592	13.60	44,265	20.05
Connecticut................	58,238	19.40	68,230	22.50
Delaware...................	7,353	13.60	9,458	17.25
Dist. of Col...............	17,277	21.65	32,210	42.60
Florida....................	49,854	7.85	64,050	9.45
Georgia....................	53,449	11.50	77,690	16.95
Guam.......................	628	5.90	976	11.20
Hawaii.....................	13,839	17.45	20,897	27.15
Idaho......................	7,754	10.85	10,601	14.85
Illinois...................	202,283	18.30	275,495	24.80
Indiana....................	24,109	4.70	40,301	7.75
Iowa.......................	35,992	12.95	43,220	15.30
Kansas.....................	27,969	12.05	38,462	17.10
Kentucky...................	43,356	13.40	48,839	15.15
Louisiana..................	48,401	12.90	54,984	15.10
Maine......................	11,342	11.60	22,164	22.30
Maryland...................	58,444	15.55	74,379	18.95
Massachusetts..............	148,974	27.25	212,555	37.35
Michigan...................	134,595	15.30	206,186	23.25
Minnesota..................	48,898	13.20	74,261	19.50
Mississippi................	13,735	5.80	18,076	8.15
Missouri...................	42,299	9.10	56,799	12.15
Montana....................	5,537	8.00	7,963	11.45
Nebraska...................	12,249	8.45	16,246	10.95
Nevada.....................	3,715	8.20	5,221	10.70
New Hampshire..............	4,246	5.90	7,186	9.75
New Jersey.................	183,694	25.70	265,732	37.05
New Mexico.................	17,491	17.60	21,686	21.35
New York...................	795,718	43.45	946,967	52.05
North Carolina.............	40,212	7.75	49,674	9.75
North Dakota...............	6,236	10.15	7,632	12.35
Ohio.......................	120,019	11.20	152,264	14.30
Oklahoma...................	37,772	14.70	45,399	17.75
Oregon.....................	30,816	15.15	49,670	23.75
Pennsylvania...............	230,873	19.55	361,062	30.60
Puerto Rico................	20,947	7.60	28,082	10.45
Rhode Island...............	21,671	23.80	29,064	30.60
South Carolina.............	9,713	3.60	14,659	5.65
South Dakota...............	8,212	12.50	10,773	16.15
Tennessee..................	37,369	9.35	52,922	13.50
Texas......................	46,017	4.10	92,047	8.20
Utah.......................	14,741	14.10	19,749	18.65
Vermont....................	6,961	15.90	8,680	19.50
Virgin Islands.............	588	10.35	743	11.75
Virginia...................	35,215	7.55	55,346	11.90
Washington.................	56,327	16.60	91,180	26.75
West Virginia..............	28,130	15.45	34,102	19.55
Wisconsin..................	53,652	12.70	60,733	13.75
Wyoming....................	2,198	6.85	2,992	9.00

Source: NCSS Report A-2.

Item 33.

AFDC: Average monthly amount of Federal funds per recipient, by State, FY 1970

State	Average monthly amount of Federal funds per recipient 1/	Rank	Average monthly amount of Federal funds per recipient 1/
Average	$24.50	Average	$24.50
Alabama	12.45	Minnesota	38.45
Alaska	22.85	Vermont	35.35
Arizona	24.50	Idaho	34.65
Arkansas	17.65	North Dakota	34.20
California	23.85	New York	33.30
Colorado	21.95	Massachusetts	31.40
Connecticut	29.70	Pennsylvania	30.75
Delaware	22.35	Maine	29.90
District of Columbia	25.40	Connecticut	29.70
Florida	18.45	South Dakota	29.50
Georgia	21.55	Kansas	28.80
Guam	17.45	Iowa	28.35
Hawaii	27.20	Washington	28.35
Idaho	34.65	Utah	28.15
Illinois	22.35	Virginia	27.70
Indiana	22.60	New Hampshire	27.65
Iowa	28.35	Hawaii	27.20
Kansas	28.80	Michigan	26.35
Kentucky	22.95	Montana	26.05
Louisiana	16.50	Wisconsin	25.60
Maine	29.90	District of Columbia	25.40
Maryland	22.55	Rhode Island	25.15
Massachusetts	31.40	Oregon	25.05
Michigan	26.35	Oklahoma	24.65
Minnesota	38.45	Arizona	24.50
Mississippi	9.75	New Mexico	24.35
Missouri	21.10	California	23.85
Montana	26.05	New Jersey	23.50
Nebraska	22.60	Kentucky	22.95
Nevada	22.80	Alaska	22.85
New Hampshire	27.65	Nevada	22.80
New Jersey	23.50	Indiana	22.60
New Mexico	24.35	Nebraska	22.60
New York	33.30	Maryland	22.55
North Carolina	22.10	Tennessee	22.50
North Dakota	34.20	Wyoming	22.50
Ohio	21.75	Illinois	22.35
Oklahoma	24.65	Delaware	22.35
Oregon	25.05	North Carolina	22.10
Pennsylvania	30.75	Colorado	21.95
Puerto Rico	4.45	Ohio	21.75
Rhode Island	25.15	Georgia	21.55
South Carolina	15.70	Missouri	21.10
South Dakota	29.50	West Virginia	20.95
Tennessee	22.50	Texas	20.35
Texas	20.35	Florida	18.45
Utah	28.15	Arkansas	17.65
Vermont	35.35	Guam	17.45
Virgin Islands	14.15	Louisiana	16.50
Virginia	27.70	South Carolina	15.70
Washington	28.35	Virgin Islands	14.15
West Virginia	20.95	Alabama	12.45
Wisconsin	25.60	Mississippi	9.75
Wyoming	22.50	Puerto Rico	4.45

1/ Computations based on data reported by States.

Item 34.

Aid to families with dependent children: Reasons for discontinuing money payments to cases by monthly rate per 1,000 AFDC families aided, California, New York, and other reporting States, by quarter, July 1969-March 1970

Reasons for discontinuing money payments	Monthly number of cases discontinued for money payments per 1,000 AFDC cases aided											
	July-September 1969				October-December 1969				January-March 1970			
	Total 35 reporting States	California	New York	33 other reporting States	Total 37 reporting States	California	New York	35 other reporting States	Total 43 reporting States	California	New York	41 other reporting States
1. Cases for which money payments were discontinued, total	33.1	45.3	31.7	28.4	30.5	41.0	28.9	26.8	28.7	38.1	30.6	25.1
2. **Death**	.1	---	.1	.1	.1	---	.1	.2	.1	---	.1	.2
3. **No longer meets State's standard** for financial eligibility, total	14.7	21.8	11.9	12.8	13.1	19.4	9.9	11.7	12.9	17.8	11.8	11.6
A. Material change in income or resources	14.2	21.1	11.5	12.2	12.5	18.5	9.7	11.1	12.3	16.8	11.5	11.0
(1) Employment or increased earnings of persons in home	8.7	14.4	8.2	6.3	7.2	11.9	6.5	5.4	6.6	10.1	7.6	5.2
(2) Other	5.5	6.7	3.3	5.9	5.3	6.6	3.2	5.7	5.7	6.7	3.9	5.8
B. No material change in income or resources	.5	.7	.4	.5	.5	1.0	.2	.4	.6	1.0	.2	.6
4. No longer meets eligibility condition other than financial need, total	7.2	6.9	3.0	9.0	6.9	6.3	2.5	8.9	6.4	5.8	2.4	7.8
A. No longer an eligible child in home	2.6	2.5	1.8	2.9	2.5	2.5	1.7	2.8	2.3	2.4	1.7	2.4
B. AFDC parent returned to home or remarried	1.0	1.0	.4	1.3	1.0	.9	.3	1.3	1.0	1.0	.3	1.2
C. Loss of legal residence	1.9	2.8	---	2.3	1.8	2.6	---	2.1	1.6	2.2	---	2.0
D. Other	1.7	.6	.8	2.5	1.6	.3	.5	2.7	1.5	.2	.4	2.2
5. Refused to comply with procedural requirement	1.2	2.2	1.0	.9	1.1	1.7	1.1	.8	1.1	1.8	1.2	.8
6. Transferred to another assistance program	.9	1.0	1.2	.7	.7	1/ .9	1.2	.4	.7	.9	1.3	.5
7. Other	9.1	13.5	14.4	4.9	8.6	12.7	14.0	4.9	7.5	11.6	13.8	4.3

1/ Estimated.

[Questions and answers referred to by Chairman Perkins to be submitted for the record follow:]

JUNE 15, 1973.

Mrs. MILDRED HOADLEY,
Director, Division of Program and Payment Standards, Department of Health, Education, and Welfare, Washington, D.C.

DEAR MRS. HOADLEY. I would like to thank you very much for the excellent presentation which you made to the General Subcommittee last Wednesday. You and Mrs. Lotwin are to be congratulated for being able to explain the complexities of the AFDC program in such an understandable fashion.

Congresswoman Shirley Chisholm wants very much to be in attendance at that hearing in order to ask several questions concerning the AFDC program. However, due to an urgnet commitment in New York City, she was unable to attend. I have, though, assured her that the questions which she wanted to ask would be submitted to you and to Mrs. Lotwin for a response.

Therefore, I am submitting to you with this letter a series of questions which Mrs. Chisholm has formulated on the AFDC program. I would be most appreciative if you and Mrs. Lotwin could cooperate in responding to these questions. If you and Mrs. Lotwin do not agree upon a response to any of the questions, we would, of course, expect each of you to submit your opinion. Otherwise, a single response to each question will be sufficient. We would be most appreciative if you and Mrs. Lotwin could submit your answers to us by Friday, June 22. If you are unable to meet this deadline or if other difficulties arise, please contact my Subcommittee staff at 225–4568.

Thank you again for your cooperation. I look forward to receiving your responses to these questions.

Sincerely,

CARL D. PERKINS,
Chairman.

Enclosures.

1. Some Members of our committee have expressed an interest in utilizing the Orshansky Formula for poverty as part of the formula for the apportionment of Title I monies. I for one have some reservations about this because it appears that it does not take sufficient account of the difference in the cost of living between rural and urban areas within states and between states. For example, under Orshansky the poverty index for a rural and urban family of four is defined as having an income of $3,195 and $3,743 respectively. That allows only a $500 cost of living difference between rural and urban areas. Utilization of this definition also would not take into account the difference in the cost of living between rural areas in different parts of the country.

For example, it costs more to live in a Northern city than it does in a Southern city.

What I would like you to provide is a comparison of the Orshansky figures with the computations of the cost of living figures based on regionalized data. That is the computations of the actual dollar cost to a family of four to maintain the same standard of living throughout the country.—So that they would have the same square footage of living space, the same diet, etc.

2. Chairman Perkins asked if the rise in A.F.D.C. rolls was faster in urban areas than rural areas. I would like to know if the rise in A.F.D.C. rolls is reflective of the rural to urban shift in population which the new census indicated?

3. Rep. Ford indicated that many Members of the committee and many Members of Congress are of the opinion that people migrate to cities to receive higher welfare benefits. But a report by the House Ways and Means Committee indicated that this was not the case. I quote: "The rising A.F.D.C. caseload of recent years cannot be attributed to an increase in the number of recent migrants. In 1968, as in previous years, about 4% of all A.F.D.C. mothers had moved to the city (New York) within the previous two years."[1]

Do your studies and others which you have made or you have knowledge of support this point of view?

4. Do your studies and others you have knowledge of support the thesis that the primary reason people move to urban areas is to search for employment?

5. Another allegation which is frequently made is that the A.F.D.C. rolls are increasing because of the increase in illegitimate births. While illegitimacy

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[1] Committee Print. 91st Congress first session. Committee on Ways and Means. Report of Findings of Special Review of Aid to families with Dependent Children in New York City, September 24, 1969, pages 18 and 19.

among the wealthy and middle class as well as the poor is on the rise, the same Ways and Means Committee Report quoted stated (on page 18). "The unusually sharp increase in the number of deserted wives (but not in the number of unmarried women) also contributed to the rising caseload in New York City."

I have noted that there is a tremendous increase in the number of female headed households. The figures I have seen are:

11% of all U.S. families are headed by women.
40% of those living in poverty are headed by women.
28% of all Black families are headed by women.
50% of all poor Black families are headed by women—and one third of all marriages now end in divorce.

Do your studies substantiate the point that the increase in A.F.D.C. rolls is due significantly to an increase in the desertion rate and the increase in divorce?

Is this phenomenon more prevelant in urban areas than rural areas?

Does this lead you to believe that this has been a contributing factor in the rise in A.F.D.C. rolls in urban areas versus rural areas?

6. Mr. Mazzoli expressed the opinion that many states encourage people to become recipients and thus increase the states welfare burden. It has been my observation that in the last three or four years every state in the Union, including New York, has moved to make welfare benefits more restrictive and more difficult to secure.

Does your experience indicate that this has been the case? Can you cite those states which have acted to expand welfare benefits and those which have acted to restrict welfare benefits?

7. One of the problems with the census figures is that they tend to date rather quickly, whereas in spite of all other factors, with regard to A.F.D.C. they are updated on a continuing basis.

In the recently proposed H.E.W. social services guidelines, they intend to require a review of A.F.D.C. eligibility every six months. Would not you agree that this will make A.F.D.C. extremely accurate and reflective of conditions on a continuing basis?

8. There has been some concern that because A.F.D.C. eligibility and payment levels vary widely that they cannot be an accurate measuring tool. Is not this variation in fact reflective of the different cost-of-living in different areas? Could not the use of A.F.D.C. figures then be utilized as an asset in obtaining an equitable distribution of funds?

9. During questioning by Congressman Bell he indicated and you corroborated the fact that Mexican-Americans are reluctant to ask for public assistance. He also asked if this same phenomenon existed among American Indians. Mrs. Hoadley and Mrs. Lotwin indicated that they did not know but suspected that this was the case.

It is my understanding that this is indeed the case. Although ½ of the Indian population, some 600,000, live off the reservation, 90% of all BIA funds are spent on reservation-related programs.

But as pointed out in an article by James Wagner and Richard Corrigan in the *National Journal*, "Many urban Indians accustomed to dealing with the BIA do not know where else to look for help." [2]

Indians account for only 1.2% of A.F.D.C. families [3] (that is, 30,000 families).

What I would like to know is does this same pattern of disinclination to seek assistance exist for other groups, particularly citizens of Puerto Rican, Cuban and Central and South American origin?

If this pattern holds for other ethnic groups which are concentrated in large urban areas, doesn't it in fact mean that there is a large group of people who are neither on AFDC nor counted under the current or proposed poverty income definitions who are nonetheless poor?

How many persons would you estimate are in this category?

Would you then say that in spite of the large AFDC enrollments in urban areas, there is still severe undercounting of the poor in these areas?

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[2] James R. Wagner and Richard Corrigan, "Minorities Report/BIA brings Indians to Cities but has few Urban Services", *National Journal*, July 11, 1970, p. 1493.

[3] Trend Report: "Graphic Presentation of Public Assistance and Related Data," U.S. Department of H.E.W., October 6, 1972, p. 27.

Department of Health, Education, and Welfare,
Social and Rehabilitation Service,
Washington, D.C., June 26, 1973.

Hon. Carl D. Perkins,
House of Representatives, Committee on Education and Labor, General Subcommittee on Education, Washington, D.C.

Dear Mr. Perkins: The attached materials are in response to Mrs. Chisholm's questions regarding the AFDC program submitted in your letter of June 15 to Mrs. Mildred K. Hoadley.

Mrs. Hoadley and Miss Lotwin have participated in the computations of the attached responses.

Inasmuch as the questions presented relate to a broad range of policy areas, the response necessarily represents the combined efforts of a number of specialists within the Department. Consequently, the reply is being sent from the SRS Office of Legislation.

Mrs. Hoadley and Miss Lotwin are pleased to have been of assistance to you and are hopeful that the enclosed information will prove to be of further benefit.

Sincerely yours,

Ronald D. Schwartz,
Assistant Administrator,
Office of Legislation.

Attachments.

Responses to Questions Submitted by Mr. Carl D. Perkins, Chairman, General Subcommittee on Education

1. What would be a comparison of the Orshansky Formula for poverty with the cost of living figures based on regionalized data?

To our knowledge there are no data available which provide regional cost of living figures for a family of four to maintain the same standard of living throughout the country. This fact precludes a comparison with the poverty index, calculated by the Bureau of the Census using basically the Orshansky method. That index for 1971 nationwide was $4,137 for a non-farm family of four and $3,527 for a farm family of four. You might wish to contact the Bureau of Labor Statistics which could have data of which we are unaware on the subject.

2. Has the rise in AFDC rolls been faster in urban areas than in rural areas; and is the rise in AFDC rolls reflective of the rural to urban shift in population which the new census indicated?

According to data from the Bureau of the Census, 73.3% of all families in the United States in 1970 resided in urban areas. This was an increase from 70.8% in 1960.

In comparison, according to data from studies made by the National Center for Social Statistics (NCSS) of the Social and Rehabilitation Service, 87.2% of AFDC families in 1971 resided in urban areas; four years previously in 1967 this proportion was 85.1%. These data underscore that dependency on AFDC is basically an urban problem and indicate an influence of the shift of population from rural to urban areas.

3. Question: Has there been significant migration from rural to urban areas for the expressed purpose of receiving higher welfare benefits?

While it is stated by some persons that people migrate to cities to receive higher welfare benefits, we know of no studies which substantiate this. The New York City Study provides information which suggests that such migration, if it does occur, is not significant. Studies in California and Maryland provide substantially the same kind of information. Generally, in-state migration would not be benefical since standards of need, except for shelter in specified localities, are statewide. The exception for shelter is in recognition that cost of shelter is significantly higher in specified locations than in other parts of a State. Interstate migration for purposes of obtaining higher welfare payments likewise might be of limited value if the higher welfare payments are affected by higher living expenses.

4. Question: Has the primary reason for migration from rural to urban areas been to search for employment?

A review of literature on migration which was reported by Michael C. Barth in the Technical Studies published by the President's Commission on Income Maintenance indicated that "the major determinants of migration are variables representing economic opportunity, location of friends and relatives, and distances."

Among the economic variables, we think, would be the possibility of obtaining a job, and at the same time seeking a higher level of living in more favorable social situations.

5. Question: Does a significant correlation exist between the rise in broken homes among poor families and the rise in the AFDC rolls?

The largest group of families receiving AFDC has consistently been that group in which there has been a marital breakdown. In 1967 the father was absent from the home consequent to a marital breakdown in 43% of AFDC families; in 1971 this proportion increased to 45%. These data reflect the fact that in most States AFDC is available primarily to families in which a parent is absent or is incapacitated.

With increasing family breakdown, as indicated by the Bureau of the Census data, it is reasonable to expect that the welfare rolls would be affected. However, other factors have been operative in the rapid rise of the AFDC rolls in recent years. This is suggested by the fact that female headed families increased nationally by 31% between 1960 and 1970 while AFDC families, which are predominantly female headed, increased by 173% during the same period. Among these other factors are: greater awareness of the availability of welfare, improvements in standards of assistance payments, extension of the programs to include families of the unemployed, removal of restrictive policies, and so forth.

6. In recent years have State programs tended to have policies and practices which contribute to increases or decreases in the number of persons receiving welfare benefits as well as the amount of benefits received by recipients?

It is difficult to objectively evaluate the effects of changes in policies under which the AFDC program operates and the practices of local agencies in implementing the policies. Likewise, it is difficult to separate the effects of Federal laws and Federal policies, and of decisions by the Courts from State imposed conditions of eligibility or local practices in implementing the policies. Changes in the Social Security Act and those resulting from Federal or State court decisions sometimes act to limit or to expand State programs.

With regard to factors which tend to limit the AFDS program, the emphasis of the Department and by some States on tightening up the administration of the assistance programs are not doubt a factor in this regard.

The crucial factor in analyzing any State program in its practical implementation which does not easily lend itself to a systematic characterization. A statement published by the Department in its NCSS Report (H-4), *Trends in AFDC 1965–1970, and Selected Annual Periods* contains a discussion of factors underlying increases during that period. Page 5 of that report is attached as Tab A. We believe this evaluative statement may be of interest.

In responding to this inquiry we have reviewed that actual national trends in caseloads and amounts of payments during the period from 1965 to January 1973. A summary of these trends follows.

From the perspective of a national trend these statistics present a picture of dramatic rise through the Sixties beginning to level off in early 1971. During the period 1965–1970 the rise in AFDC recipients approximated 5 million, the total as of January 1970 standing at 9.7 million. The 1970 increase alone exceeded 2 million. From August 1969 to August 1970, 25 States experienced a percentage increase in receipts of over 30%.

As of February 1, 1973, AFDC recipients totalled 11.1 million. January was the tenth consecutive month for which the change in number of recipients was less than 0.7%, decreases occurring in three of those months. 1971 figures had already shown a marked decrease in percentage rise of recipients over 1970. Statistics for 1972 indicate a further substantial decline in percentage growth over 1971. The actual increase in 1972 was less than 400,000.

This same leveling effect is also reflected in the national statistics for average money payments to AFDC families:

January 1968	$162.95
January 1969	171.70
January 1970	178.55
January 1971	186.55
January 1972	189.40
January 1973	188.90

During the period March 31, 1970, through March 31, 1973, six more States included children over 18 and under 21 who are attending school, college or university, or vocational or technical training course within the definition of dependent children. Five States discontinued AFDC aid to persons over 18, whatever their educational situation.

Within the same period, two States came forward with plans to aid families with dependent children of unemployed fathers while three States dropped such plans already in effect (Connecticut dropped its plan in 1969).

While the attachment reflects possible reasons for increases, there is no similar published report that sets forth possible reasons for the fact that there is now a leveling off, and in some months a decrease. The content of Tab B, although not setting forth an explanation, does indicate the change in direction of State programs during 1971.

7. Will the continuing review of AFDC eligibility every six months as provided under proposed social services guidelines make the AFDC load more accurate and reflective of conditions on a continuing basis?

Federal policies have for many years required States to review eligibility for AFDC each six months. [45 CFR 206.10(a)(9)(iii)] Responding specifically as to the review of eligibility for social services, it is not believed that summaries of eligibility for social services as distinct from summaries of financial assistance itself, could replace census data as an accurate reflection of social and economic conditions. It is true that the final social service regulations, which go into effect for the most part on July 1, 1973, do require that eligibility for social services be redetermined at least every six months both for current and potential recipients of assistance. However, the value of summaries of services would be limited because the scope of services offered will probably vary considerably between States, and also services must be requested or voluntarily accepted by the client. A further limitation is that services may be offered only in the support of the goals of self-support or self-sufficiency.

Statistics about persons requesting or receiving services would perhaps add some valuable information to the general picture revealed by data on the size and characteristics of the assistance caseload itself. For example, some persons request or utilize services as a means of remaining off assistance. But because of its limitations, such data would only be a small part of the total picture.

8. Does the variance between AFDC eligibility and payment levels reflect the regional variations in cost of living and as such, constitute an important part in the equitable distribution of funds?

Although there are variations in AFDC eligibility and payment levels which do favor States with less restrictive eligibility rules and higher payment levels if AFDC data are used to allocate funds, we are unaware of any other more adequate data which is provided county-by-county on a relatively current basis (yearly) which could be used for an equitable distribution of funds. These data can be augmented by data on the ethnic-racial composition of jurisdictions in such a way as to increase funds to communities with higher proportions of ethnic-racial population. In speaking of "ethnic-racial" reference is made to Spanish-speaking and black peoples.

9. Does there exist today an inclination or reluctance among certain minority groups to seek public assistance which results in large groups of people who are poor yet receive no public assistance and are absent from our statistics on poverty?

Is this particularly true with respect to citizens of Puerto Rican, Cuban, and Central and South American origin?

Are there concentrations of such unreported poor in large urban areas?

It is true that American Indians are usually reluctant to ask for public assistance, for several reasons. Many tend to be either ignorant of or apprehensive of standard service agencies, which tend no less to be ignorant or careless of them. Many of the staffs of these social agencies have no knowledge of Indian people, and may not even know they are American citizens. This ignorance has caused untold hardship for many Indians who are usually sent back to the Bureau of Indian Affairs and the Indian Health Service for services, only to be told that all benefits ended once they left the reservation.

Spanish surnamed Americans are reluctant to ask for public assistance, often for similar reasons, primarily because they, (1) feel intimidated by institutions, (2) are unaware of being eligible and the extent of eligibility, and, (3) have deep pride in going it alone. Because of these reasons, Spanish surnamed Americans will often put the entire family in work situations to have adequate aggregate financial resources which frequently results in underemployment and dropping out of school.

We believe that this situation would also be true with respect to other minority groups, such as Asian-Americans.

For these reasons, it is probable that some groups of poor people living in our large urban areas and in rural areas who are eligible for public assistance do not seek or receive such assistance. They are therefore not represented in our AFDC or other public assistance statistics.

TAB A

[Excerpt from NCSS Report (H-4), Trends in AFDC 1965–1970, and Selected Annual Periods]

State detail on factors underlying increases 12 months ended June 1970

In response to a special request for interpretive data, the regional commissioners of SRS supplied information on factors identified by the States as contributing to increases in numbers of recipients and average monthly payments during the 12 months ended in June 1970. Information received from the regional commissioners, as of November 15, is summarized on succeeding pages. As of that date information had *not* been received for the following States:

Alabama
Alaska
Connecticut
Delaware
District of Columbia
Florida
Georgia
Iowa
Kansas
Kentucky
Maryland
Mississippi
Missouri
Nebraska
North Carolina
Oregon
Pennsylvania
South Carolina
Tennessee
Virginia
West Virginia

Major reasons identified by the States were as follows:

I. Factors contributing to increases in numbers of recipients.
  A. Higher assistance standards.
  B. Court decisions relating to "man-in-home" policy and responsibility of stepfathers for support, and residence requirements.
  C. Change in economic conditions.
  D. Greater public knowledge and awareness about the availability of public welfare services and assistance.
  E. Other agency policy changes.
  F. AFDC–FC: initiated the program or transferred large numbers of children from foster care programs financed with funds other than public assistance funds to foster care under AFDC program (AFDC–FC).
II. Factors contributing to change in average monthly payment per recipient.
  A. Higher assistance standards and/or increase in largest amount paid.
  B. Earnings disregard.
  C. Simplified budgeting procedures.
  D. Increased Federal ceiling.
  E. Other factors (See Appendix IIE).

TAB B

[Excerpt from Congressional Record—Senate, Oct. 20, 1971]

WELFARE CUTBACKS

Mr. RIBICOFF. Mr. President, today I am making public the results of a study prepared for me by the Department of Health, Education, and Welfare regarding the cutbacks being made all across the country in payments to recipients of aid to families with dependent children.

The study's data indicates that the time is long past due for welfare reform to be enacted. Such reform will enable the Nation to provide adequate benefits to alleviate human suffering and will relieve the intolerable fiscal burden on many of the States of the Nation—from Georgia to Wyoming, from Connecticut and New York to California.

From July 1970 to September 1971, 20 States from every region in the country have decreased some or all of their AFDC payments.

The study provides a State-by-State analysis of actions involving welfare payments.

Most of these States want to make a wholehearted effort to help the needy. But the prospects of fiscal ruination have forced them to make their already inadequate benefits even less adequate. The fiscal relief crisis is a crisis, then, not only for the States, but for each and every welfare recipient, 7½ million of whom are children.

In Connecticut, for example, benefit levels have been averaged out into a flat "equal monthly allowance" grant, resulting in benefit cutbacks for 30 percent of Connecticut's AFDC caseload, which amounted to 105,000 recipients—78,600 of whom were children—in May, 1971, the latest month for which precise data is available.

The implementation of a flat "equal monthly allowance" grant would save the State of Connecticut more than $2 million a year, including administrative cost reductions of $150,000 per year.

But while the Connecticut reductions in income assistance, rental payments and medical aid to hold the line on welfare costs which have increased five times in the last decade in Connecticut, the costs in terms of human misery will inevitably increase.

No State should be faced with having to protect its fiscal integrity at the expense of its neediest citizens.

It is abundantly clear that the time for welfare reform is now. The alternative is continuing human misery and State bankruptcy.

I ask unanimous consent that the study be printed in the RECORD.

There being no objection, the study was ordered to be printed in the RECORD, as follows:

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
Washington, D.C., October 13, 1971.

Hon. ABRAHAM RIBICOFF,
U.S. Senate, Washington, D.C.
(Attention: Jeff Peterson).

DEAR SENATOR RIBICOFF: As indicated in a call today to Mr. Peterson's secretary, we apologize for the delay in responding to your letter of September 15, concerning the trends in AFDC benefit levels. The attached information was provided to us by John L. Costa, Commissioner of the Assistance Payments Administration. It includes a summary of state actions regarding the AFDC benefits and the effect on a family of four with an assumed income as well as on a family of four with no other source of income.

The detailed tables were developed to further illustrate for you the effects of state agency charges on determining eligibility and the amount of the assistance payment. In some situations the change in policy did not decisely result in either an increase or decrease for all recipients.

In thirty-one states there was some change, either an increase or decrease in AFDC policy for determining need and the amount of the assistance payment since July 1970.

Sincerely,

(Mrs.) PATRICIA REILLY HITT,
Assistant Secretary for Community and Field Services.

A. GENERALIZED SUMMARY OF EFFECT OF STATE AGENCY CHANGES IN AFDC POLICY SINCE JULY 1970

States which have decreased some or all payments in AFDC:

1. Alabama, June 1971.
2. California, June 1971. (?)
3. Connecticut, September 1, 1971.
4. Delaware, June 1971.

5. District of Columbia, August 1970.
6. Georgia, June 1971.
7. Kansas, September 1, 1971.
8. Kentucky, September 1970.
9. Louisiana, January 1971.
10. Maine, July 1970.
11. Nebraska, September 1971.
12. New Jersey, July 1971.
13. New Mexico, April 1971.
14. New York, May 1971.
15. Nevada, July 1971.
16. South Dakota, April 1971.
17. Utah, October 1970.
18. Vermont, September 1971.
19. Washington, April 1971.
20. Wyoming, July 1970.

States which have increased payments for all AFDC recipients:

1. Arkansas, May 1971.
2. Colorado, July 1, 1970.
3. Hawaii, July 1971.
4. Illinois, July 1970.
5. Maryland, July 1971.
6. Wisconsin, March 1971.

B. Definite Explanation of Effect of Changes in State Policy in Need Determination in AFDC Since July 1970

SUMMARY TABLES—NOT MUTUALLY EXCLUSIVE

I. States which have decreased payments for all AFDC recipients. Reduced number of persons eligible for a payment:

1. District of Columbia, August 1, 1970.
2. Kansas, September 1, 1971.
3. New Mexico, April 1971.
4. New York—The change in New York State actually resulted in increases for most AFDC recipients in all the counties excepting New York City and the seven surrounding metropolitan counties. Most AFDC payments for families in New York City and the surrounding counties were decreased. (Mostly New York City and 7 metropolitan counties), May 1971.
5. Utah, October 1970.
6. Washington, April 1971.

II. States which have decreased payments only for AFDC recipients with income and reduced number of persons with income eligible for AFDC:

1. Alabama, June 1971.
2. California (If New Welfare Reform Act of August 13, 1971 is implemented).
3. Delaware, June 1971.
4. Georgia, June 1971.
5. Kentucky, September 1970.
6. Louisiana, January 1971.
7. Nebraska, September 1971.
8. Nevada, July 1971.
9. Wyoming, July 1970.

III. States which have consolidated payments into a partial or total "flat" grant. May have increased or decreased payments:

1. Connecticut, September 16, 1971 (Not fully analyzed).
2. Massachusetts, August 1970 (Probably more increased).
3. New Jersey, July 1971 (Probably more decreased).
4. North Dakota, July 1971 (Probably more increased).
5. South Dakota, July 1970 (Probably more increased).
6. Vermont, September 1, 1971 (Probably more increased).

IV. States which have reduced other aspects of AFDC program:

1. New Jersey—Dropped AFDC–UF July 1971.
2. Maine—Dropped AFDC–UF, July 1971.

V. States which have increased payments primarily for families without income and decreased payments for families with income:

1. California (If Welfare Reform Act of August 1971 is implemented).
2. Nevada, July 1971.

3. Delaware, June 1971.
4. Georgia, June 1971.
5. Kentucky, September 1970.
6. Wyoming, September 1970.

VI. States which have increased payments to families with income. Families without income, no change:

1. Mississippi, June 1971.
2. Missouri, December 1970.

C. MOST RECENT CHANGES IN AFDC STANDARDS AND PAYMENTS METHODS FROM[1] JULY 1970 THROUGH SEPTEMBER 1971

1. *Alabama.*—As of June 1971, Alabama changed method for determining the amount of the assistance payment.

PRIOR TO JUNE 1971 AND AFTER JUNE 1971

State Standard, $230—No Change.

Maximum—$50 1st eligible child; $30 each additional eligible child to a maximum of $170; $110 maximum for a family of four—No Change.

Agency payment was 35% of the budget Agency applied 35% reduction to the deficit[2] standard.

Example:

(a) Assume no income:	
Standard	$230
Countable income	0
Budget deficit	230
35 percent	81
Payment	81
(b) Assume $100 countable income:	
Standard	230
Countable income	100
Budget deficit	130
35 percent	46
Payment	46

Example:

(a) Assume no income:	
Standard	230
Reduced standard	81
Countable income	0
Budget deficit	81
Payment	81
(b) Assume $100 countable income:	
Standard	230
Reduced standard	81
Countable income	100
Budget deficit	0
Payment	0

Result: Most families with income either received decreases in payments or were ineligible. Families without income were unaffected. Reduced the number of families eligible for AFDC.

2. *Alaska.*—Effective September 1, 1970, agency revised and increased maximums on payments. Most families probably received increases in payments.

3. *Arkansas.*—As of May 5, 1971, State agency increased standard of need and State agency maximums on requirements.

Result: All families (with or without income) received increases of about $2 per person.

4. *California.*—As of June 1971, in accordance with Section 402(a)(23) of the Social Security Act, California increased maximums on payments. For a family of four the maximum payment increased from $221 to $261. California

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[1] All calculations based on AFDC Family of Four (1 Adult+3 Children).

[2] Budget deficit refers to the difference between income and full standard or income and maximum or reduced standard as identified.

Welfare Reform Act of 1971, Chapter 578 of Senate Bill 796, approved by the Governor August 13, 1971, includes new maximums and revised State-wide standards of assistance. Revised standard for a family of four is $314; the revised maximum is $280. The Act provides for income to be applied to the maximum.

Prior to 1971 Act

(a) Assume no income:	
Standard for Los Angeles	$328
Income	0
Deficit	328
Maximum payment	261
(b) Assume $100 countable income:	
Standard for Los Angeles	328
Countable income	100
Deficit	228
Payment	228

If Reform Act of 1971 is implemented

(a) Assume no income:	
Statewide maximum	280
Income	0
Deficit	280
Maximum payment	280
(b) Assume $100 countable income:	
Statewide maximum	280
Countable income	100
Deficit	180
Payment	180

Result: If California Welfare Act is implemented: Most families with income will receive decreased payments. All families without income will receive increases in payments. The number of families eligible for AFDC will be reduced.

5. *Colorado.*—Effective 7/1/70, agency increased payments to 100% of standard; removing a 75.52% reduction.

Prior to July 1, 1970

(a) Assume no income:	
State standard	$235
Reduced to	198
Income	0
Deficit	198
Payment	198
(b) Assume $100 countable income:	
State standard	235
Reduced to	198
Income	100
Deficit	98
Payment	98

After July 1, 1970

(a) Assume no income:	
State standard	235
Income	0
Deficit	235
Payment	235
(b) Assume $100 countable income:	
State standard	235
Income	100
Deficit	135
Payment	135

Result: All families received an increased payment. More families eligible for AFDC.

6. *Connecticut.*—Effective 9/2/71, implemented partial flat grant, averaging some special needs into the basic standard.

7. *Delaware.*—Effective June 1971, agency removed maximums on payments and ratable to standard, and implemented a 60% ratable to the budget deficit.

Prior to June 1971

(a) Assume no income:	
State standard	$287
Reduced standard	237
Income	0
Deficit	237
Maximum	149
(b) Assume $100 countable income:	
State standard	287
Reduced standard	237
Income	100
Deficit	137
Payment	137

After June 1971

(a) Assume no income:	
State standard	287
Income	0
Deficit	287
60 percent	172
Payment	172
(b) Assume $100 countable income:	
State standard	287
Income	100
Deficit	187
60 percent	112
Payment	112

Result: Families without income received increased payments. Families with income could receive decreases in payments. Probably increased number of persons eligible for AFDC.

8. *District of Columbia.*—Effective August 1, 1970, agency changed percentage reduction from 85% to 75%. Most families received decreases. Probably decreased eligibility.

9. *Georgia.*—Effective June 1, 1971, agency changed payment method. Increased standards and maximums and applied a percentage reduction to the standard.

Prior to June 1, 1971

(a) Assume no income:	
State standard	$208
Income	0
Deficit	208
Maximum	133
Payment	133
(b) Assume $100 countable income:	
State standard	208
Income	100
Deficit	108
Payment	108

After June 1, 1971

(a) Assume no income:	
State standard	226
Reduced standard	164
Income	0
Deficit	164
Maximum	149
Payment	149

State standard	$226
(b) Assume $100 countable income:	
Reduced standard	164
Income	100
Deficit	64
Payment	64

Result: Families without income received increased payments; families with income received a decreased payment. Increased eligibility for families without income; decreased eligibility for families with income.

10. *Hawaii.*—Effective July 1971, agency increased standards. Families with and without income received increased payments; probably increased number of persons eligible for AFDC.

11. *Indiana.*—Effective April 1971, agency imposed maximums were increased.

Prior to April 1, 1971

(a) Assume no income:	
Standard	$355
Income	0
Deficit	355
Payment (maximum)	150
(b) Assume $100 countable income:	
Standard	355
Income	100
Deficit	255
Payment (maximum)	150

After April 1, 1971

(a) Assume no income:	
Standard	355
Income	0
Deficit	355
Payment (maximum)	175
(b) Assume $100 countable income:	
Standard	355
Income	100
Deficit	255
Payment (maximum)	175

Result: All families without income and some families with income received increased payments; probably increased number of persons eligible for AFDC.

12. *Illinois.*—Effective August 1970, agency increased standards and maximum for shelter. Most families received some increase in payments. Probably increased number of persons eligible for AFDC.

13. *Kansas.*—Effective September 1, 1971, the State agency applied a further reduction to the standard, from 94% to 70%.

Prior to September 1, 1971

(a) Assume no income:	
Standard	$282
Reduced standard	268
Income	0
Deficit	268
Payment	268
(b) Assume $100 countable income:	
Standard	282
Reduced standard	268
Income	100
Deficit	168
Payment	168

As of September 1, 1971

(a) Assume no income:	
Standard	290
Reduced standard	216
Income	0
Deficit	216
Payment	216

(b) Assume $100 countable income:

Standard	$290
Reduced standard	216
Income	100
Deficit	116
Payment	116

Result: All families, with and without income, received decreased payments. Reduced the number of families eligible for assistance.

14. *Kentucky.*—Effective September 1970, the State agency revised method for determining need. Instead of applying two ratables, one to the standard and one to the deficit, agency applied one ratable of 73.1% to the standard. Urban and rural maximums removed in effect.

Prior to September 1970

(a) Assume no income:

Full standard	$264
Reduced standard	216
Income	0
Deficit	216
86.5%	187
Payment	187

(b) Assume $100 countable income:

Full standard	264
Reduced standard	216
Income	100
Deficit	116
86.5%	100
Payment	100

After September 1970

(a) Assume no income:

Full standard	264
Reduced standard	193
Income	0
Deficit	193
Payment	193

(b) Assume $100 countable income:

Full standard	264
Reduced standard	193
Income	100
Deficit	93
Payment	93

Result: Families without income received increased payments. Families with income received decreased payments. Probably little effect on elegibility for AFDC.

15. *Louisiana.*—Effective January 1, 1971, agency changed budgeting methods; agency applied at 51% ratable reduction to the standard instead of a 51% ratable to the budget deficit.

Prior to January 1, 1971

(a) Assume no income:

State standard	$204
Income	0
Deficit	204
Fifty-one percent	104
Payment	104

(b) Assume $100 countable income:

State standard	204
Income	100
Deficit	104
Fifty-one percent	53
Payment	53

After January 1, 1971

(a) Assume no income:	
State standard	$204
Reduced standard	104
Income	0
Deficit	104
Payment	104
(b) Assume $100 countable income:	
State standard	204
Reduced standard	104
Income	100
Deficit	4
Payment	4

Result: There was no change in payments for families without income; families with income received decreases in payments; reduced number of families eligible for AFDC.

16. *Maine.*—Dropped AFDC UF as of July 1, 1970.

17. *Maryland.*—Effective July 1971, agency changed ratable from 59.5% to 60%. All families received an increase of $1 per person.

18. *Mississippi.*—Effective June 1971, agency increased percent of deficit met from 30% to 40%. Maximums not changed.

Prior to June 1971

(a) Assume no income:	
Standard	$232
Income	0
Deficit	232
30 percent	70
Maximum	60
Payment	60
(b) Assume $100 countable income:	
Standard	232
Income	100
Deficit	132
30 percent	40
Payment	40

After June 1971

(a) Assume no income:	
Standard	$232
Income	0
Deficit	232
40 percent	92
Maximum	60
Payment	60
(b) Assume $100 countable income:	
Standard	232
Income	100
Deficit	132
40 percent	53
Payment	53

Result: Families with income received increases in payments. There was no change in payments for families without income. May have increased eligibility for some families with income.

19. *Missouri.*—Effective December 1970, agency increased standard.

Prior to December 1970

(a) Assume no income:	
Standard	$325
Income	0
Deficit	325
Maximum	130
Payment	130

(b) Assume $100 countable income:

Standard	$325
Income	100
Deficit	225
Maximum	130
Payment	130

After December 1970

(a) Assume no income:

Standard	338
Income	0
Deficit	338
Maximum	130
Payment	130

(b) Assume $100 countable income:

Standard	338
Income	100
Deficit	238
Maximum	130
Payment	130

Result: Some families with income received increases in payment. There was no change in payments for families without income. May have increased eligibility for some families with income.

20. *Nebraska.*—Effective April 1971, in accordance with Section 402(a) (23) of the Act, maximums increased by $26. Effective September 1971, agency applied a 94% ratable to the standard.

Prior to September 1971

(a) Assume no income:

Standard	$347
Income	0
Deficit	347
Maximum	226
Prior to April 1971	200
Payment	226

(b) Assume $100 countable income:

Standard	347
Income	100
Deficit	247
Maximum	226
Prior to April 1971	200
Payment	226

After September 1971

(a) Assume no income:

Standard	347
Reduced standard	326
Income	0
Deficit	326
Maximum	226
Payment	226

(b) Assume $100 countable income:

Standard	347
Reduced standard	326
Income	100
Deficit	226
Maximum	226
Payment	226

Result: As of April 1971, all families without income received increased payments and some families with income received increased payments. As of September 1971, some families with income received decreases in payment. There was no change in payments for families without income. Probably reduced the number of families eligible for AFDC.

21. *Nevada.*—Effective July 1971, State agency increased standard and changed method for determining need.

Prior to July 1971

(a) Assume no income—detail of method not elaborated because of its complexity:

State standard	$317
Income	0
Payment	123

After July 1971

(a) Assume no income:

State standard	320
55 percent reduced standard	176
Income	0
Deficit	176
Payment	176

(b) Assume $100 countable income:

State standard	320
Reduced standard	176
Income	100
Deficit	76
Payment	76

Result: Families without income received increased payments. Families with income received decreased payments. Probably increased eligibility for families without income.

22. *New Jersey.*—Effective July 1971, agency consolidated standard into flat grant. "Averaged" flat grant could either mean a decrease in payment for some families or an increase in payment for some families. Probably reduced number of families eligible for AFDC. Agency dropped AFDC UF program as of July 1971.

For State AFWP program, agency eliminated the disregard of earned income of the first $30 and ⅓ of the remainder and applied a lower standard than is used in the AFDC program. Prior to this change, the disregard of $30 and ⅓ was applied in the State provided assistance program for all underemployed and unemployed families with children.

23. *New Mexico.*—Effective April 1971, agency reduced percentage on budget deficit from 90% to 88%.

Prior to April 1971

(a) Assume no income:

Standard	$203
Income	0
Deficit	203
90 percent	183
Payment	183

(b) Assume $100 countable income:

Standard	203
Income	100
Deficit	103
90 percent	93
Payment	93

After April 1971

(a) Assume no income:

Standard	$203
Income	0
Deficit	203
88 percent	179
Payment	179

(b) Assume $100 countable income:

Standard	203
Income	100
Deficit	103
88 percent	91
Payment	91

Result: All families with and without income (excepting those who were receiving the maximum) received decreased payments. Probably reduced the number of persons eligible for AFDC.

24. *New York.*—Effective May 15, 1971, agency applied a 10% ratable to the basic standard excluding shelter and fuel for heating.

Prior to May 15, 1971

(a) Assume no income:	
Full standard	$336
Income	0
Deficit	336
Payment	336
(b) Assume $100 countable income:	
Full standard	336
Income	100
Deficit	236
Payment	236

After May 15, 1971

(a) Assume no income:	
Full standard	336
Reduced standard	313
Income	0
Deficit	313
Payment	313
(b) Assume $100 countable income:	
Full standard	336
Reduced standard	313
Income	100
Deficit	213
Payment	213

Result: All AFDC recipients in New York City and metropolitan counties received decreased payments. AFDC recipients in upstate counties may have had an increase. May have reduced the number of families eligible for AFDC.

25. *North Dakota.*—Effective August 1970, agency removed an 11% ratable reduction to the standard. Effective July 1971, agency implemented a "flat grant."

Prior to August 1970

(a) Assume no income:	
Full standard	$282
Reduced standard	261
Income	0
Deficit	261
Payment	261
(b) Assume $100 countable income:	
Full standard	282
Reduced standard	261
Income	100
Deficit	161
Payment	161

After July 1971

(a) Assume no income:	
Standard	300
Income	0
Deficit	300
Payment	300
(b) Assume $100 countable income:	
Standard	300
Income	100
Deficit	200
Payment	200

Result: All families received increased payments. Eligibility for AFDC probably increased.

26. *South Dakota.*—Effective July 1970, agency removed ratable reduction to standard and implemented flat grant. As of April 1971, agency applied an additional 10% reduction.

Prior to July 1970

(a) Assume no income:

Standard	$310
Reduced standard	276
Income	0
Deficit	276
Payment	276

(b) Assume $100 countable income:

Standard	310
Reduced standard	276
Income	100
Deficit	176
Payment	176

As of July 1970

(a) Assume no income:

Standard	300
Income	0
Deficit	300
Payment	300

(b) Assume $100 countable income:

Standard	300
Income	100
Deficit	200
Payment	200

April 1971

(a) Assume no income:

Full standard	300
Reduced standard	270
Income	0
Deficit	270
Payment	270

(b) Assume $100 countable income:

Full standard	300
Reduced standard	270
Income	100
Deficit	170
Payment	170

Result: Most families, with or without income, received decreased payments. Number of persons eligible for AFDC probably reduced.

27. *Utah.*—Effective October 1970, agency removed maximum and implemented a ratable reduction to the standard.

Prior to October 1970

(a) Assume no income:

Standard	$239
Maximum	212
Income	0
Deficit	212
Payment	212

(b) Assume $100 countable income:

Standard	239
Maximum	212
Countable income	100
Deficit	112
Payment	112

After October 1970

(a) Assume no income:

Standard	271
Reduced standard	189
Income	0
Deficit	189
Payment	189

(b) Assume $100 countable income:

Standard	$271
Reduced standard	189
Countable income	100
Deficit	89
Payment	89

Effect: Decrease in payments to all families. Probably reduced eligibility for AFDC.

28. *Vermont.*—Effective September 1, 1971, agency implemented flat grant, adding $2 per person to the State standard.

Result: Increased payments to most families. Effect on eligibility unknown.

29. *Washington.*—Effective April 1971, agency redefined standard of need and implemented per person reductions varying by family size.

Prior to April 1, 1971

(a) Assume no income:

State standard	$321
Income	0
Deficit	321
Payment	321

(b) Assume $100 countable income:

State standard	321
Income	100
Deficit	221
Payment	221

After April 1, 1971

(a) Assume no income:

State standard	282
Income	0
Deficit	282
Reduced payment	270

(b) Assume $100 countable income:

State standard	282
Income	100
Deficit	182
Payment	182

Result: Decrease in payments for all families. Reduced eligibility for AFDC.

30. *Wisconsin.*—Effective March 1, 1971, agency adjusted standard and changed ratables.

Prior to March 1, 1971

(a) Assume no income:

Standard	$248
Reduced standard	198
Income	0
Deficit	198
Payment	198

(b) Assume $100 countable income:

Standard	248
Reduced standard	198
Income	100
Deficit	98
Payment	98

After March 1, 1971

(a) Assume no income:

Standard	255
Reduced standard	217
Income	0
Deficit	217
Payment	217

(b) Assume $100 countable income:

Standard	255
Reduced standard	217
Income	100
Deficit	117
Payment	117

Result: Most families received an increase in payments. More families probably eligible for AFDC.

31. *Wyoming.*—Effective July 1970, agency adjusted standards, changed ratables and increased maxim.

Prior to July 1970

(a) Assume no income:	
Standard	$312
Reduced standard	268
Income	0
Deficit	268
Maximum	200
Payment	200
(b) Assume $100 countable income:	
Standard	312
Reduced standard	268
Income	100
Deficit	168
Maximum	200
Payment	168

After July 1970

(a) Assume no income:	
Standard	283
Reduced standard	260
Income	0
Deficit	260
Maximum	227
Payment	227
(b) Assume $100 countable income:	
Standard	383
Reduced standard	260
Income	100
Deficit	160
Maximum	227
Payment	160

Result: There was an increase in payments for families without income. Some families with income will have received decreases in payments. Effect on number of families eligible for AFDC probably negligible.

Chairman PERKINS. Let us call the next witness.

Thank you, ladies. You have given excellent testimony. We appreciate your time.

John Donaldson, Mr. Kim and Mr. Eugene McDowell, come around if you would, please, gentlemen.

STATEMENT OF JOHN DONALDSON, SUNG KIM, EUGENE McDOWELL, JOSEPH JORDAN, NATIONAL BUREAU OF STANDARDS, U.S. DEPARTMENT OF COMMERCE

Chairman PERKINS. You gentlemen wrote the title I report. Is that correct?

Mr. DONALDSON. Yes, sir.

Chairman PERKINS. What are your findings in connection with AFDC? Go ahead and tell us.

Mr. DONALDSON. When we reported before this committee approximately 2 months ago, April 3, on the findings on the interim report, we indicated at that time that some of the work we were doing was in a state of progress and that we hoped that we would learn more as we went along.

Some of the things that we wanted to say earlier we will amplify.

In particular, one of the questions that you wished us to address was the notion of the use of AFDC. In our interim report we indicated a possible or plausible method. But since then we have gone on in our analysis and found that although it is a possible method, it is not a particularly usable method.

So what I would like to try and summarize very briefly is to try to respond to what we have done since the document 2 months ago.

At that time we indicated the use of data for determining the poverty population by using the decennial census data and along with that, I think, Representative Quie indicated that we were going along with the notion that updating of title 1 was a part of title 1, and how to update the enumeration of poor children.

AFDC has served that purpose in the past. What we indicated in our interim report is that we would not advocate the use of AFDC in a direct way for counting the poverty population and in no way would it add to the count based on the decennial census, and this could be done to the level desired.

Then for each year, or for some period of time to be set, these figures might be adjusted to something which reflected changes in the rate of AFDC.

In our interim report we talked about using an adjustment factor that would be State to State to State.

Since then, the analysis has indicated to us that the great disparity among States in their AFDC data and the rates of change made this probably a desirable thing.

I will give you an extreme case. In the period from 1970 to 1972, a period of 2 years, according to our analyses, West Virginia had the smallest increase in AFDC of about 5 percent.

On the other hand, Indiana had an increase of about 83 percent.

Now, clearly, that does not reflect the change in the poverty population in 2 years. So there are other factors coming in. These programs are administered by the States. Therefore, they are able to adjust these figures to meet the conditions of their States.

The current population survey provided by the Census Bureau might be extended to provide some sort of annual or biannual updating to the census data that would enable you then to apply consistent uniformity to the data from across the country and thereby not have to rely on the use of AFDC on an interstate basis, where the disparities are greatest.

Clearly, the current population survey of the census could not be extended down to an interstate basis because then you would be using the decennial census essentially every year or from year to year. If you did not use the current population survey to adjust the State load yearly.

We have not computed these analyses with the methods we were contemplating. You might run into the same problems as on a State-by-State basis.

Another facet we looked into was considering the use of averages, rather than taking 1 month per year. We would be asking the State or the county agencies to report more often.

Our analyses would tend to show that the disparities are still too great.

Chairman Perkins. If you use AFDC within a State, which you stated may be a measure of poverty, would that disclose the rural poverty within a State?

Mr. Donaldson. Given the enumeration of poverty within a State, based on the decennial census, you would then have where your poor children are for that year. The next 2 years, using AFDC data, you would simply seek to adjust the enumeration of poverty based on the rate of growth for each area in AFDC.

I think this would tend to minimize these errors that were attributed to the inability of AFDC to count the rural poor, which you would be capturing by this approach with the changes of year to year in the distribution of AFDC within a State. But you would not be doing the actual count.

Chairman Perkins. So the AFDC is not an actual measure of poverty in the rural areas.

Mr. Donaldson. Basically, I would say no.

Mr. Ford. But it is a means of updating otherwise imperfect data obtained from the census?

Mr. Donaldson. Yes, sir; there are other methods we have suggested so that you can use the Census Bureau on a uniform basis.

Chairman Perkins. But your updating shifts the money from the rural areas to the urban areas within a State?

Mr. Donaldson. It should not, unless the State consciously makes an effort to change their method of allocation of money within the State from one year to the next so that it is biased in favor of the urban areas.

Mr. Quie. Mr. Chairman, I think we can find that by comparing West Virginia, with a 5-percent increase over 2 years, to Indiana, which had an 83-percent increase over 2 years. How about the increase in regions of the States?

Mr. Donaldson. We are just beginning that work. Unfortunately, we have been going off in a number of different directions. This is one area that we have been attempting to get more information on. It is hard to come by.

We have a couple of States that show how things change. But it is preliminary.

Mr. Quie. Do you have enough so that we can get some indication between the rural counties and the urban counties, which way the increase is going?

Mr. Donaldson. Since we are still preparing it, I would prefer to have it typed up and submitted later, if I could. We haven't had a chance to check over the accuracy of the computations as yet.

Mr. Quie. Can you give us anything general?

Mr. Kim. We haven't looked at many States to make generalizations. A couple of States we looked into, what appears to be the case is that there is a wide variance between the rural and urban counties in the accounting of AFDC.

What we are finding also is that there is a pattern. This is very preliminary. This is that in an instance of AFDC where the State—within a State, they do not change all that much from year to year.

The urban counties increase their share of 60 percent. It might change to 62 percent next year or 63 percent. But it does not run wild.

What we try to do is count the change in each county. The initial distributions of AFDC data are bad. Granting that, it remains fairly stable.

Chairman **Perkins**. When will we have that study available?

Mr. **Quie**. I think, to paraphrase what he said, he said if AFDC is bad, it gets worse at a slow rate.

Mr. **Donaldson**. The only way you would expect a systematic kind of error is if the States changed their basic program. If one of the major facets is the AFDC program, they would have a policy change. That was rather apparent.

The main point I would like to emphasize, though, with respect to AFDC—and going back to the interim report of a few months ago—is that at that time we had some optimism that one might use AFDC to adjust the State level totals of enumeration.

Our analysis, as provided by the "West Virginia versus Indiana" case showed that there was not a very wide possibility.

At the same time, we became aware of an alternative which may be used for the current population survey, possibly as a means of updating the indirect count of the Census bureau, the decennial census, and adjusting that. Therefore you stay away from AFDC in determining grant allocation to the State.

Once you allocated to the State, one could consider using AFDC in a variety of ways to adjust the enumeration within that State. You would then minimize the interstate bias that an AFDC count gives you.

Chairman **Perkins**. Is that your statement?

Mr. **Donaldson**. I hoped it was in answer to your question.

Chairman **Perkins**. Yes, you answered it.

Mr. Ford, any questions?

Mr. **Ford**. I have no questions.

Chairman **Perkins**. Mr. Bell?

Mr. **Bell**. No questions.

Chairman **Perkins**. Mr. Mazzoli? Mr. Meeds?

Mr. **Meeds**. No questions.

Mr. **Bell**. Mr. Chairman, I do have a question. I would like to ask the same question that I asked the previous witness as far as your administration of AFDC. Have you been cognizant of the fact that there are certain groups, I am sure, that have been reluctant about going on AFDC? For example, Chicano groups in Los Angeles? Is this fairly widespread in this group?

Mr. **Donaldson**. Our experience with respect to AFDC has been to look at the distribution of the data. The analysis we have gotten comes from the SRS people.

The only additional light that I might be able to shed on that question is that we went around to local school districts. I can remember in some cases some of the people indicating that when they attempted to distribute the funds locally, they did have this problem. It is just a statement. It is not very scientific.

Mr. **Bell**. Just in that group, as far as you know?

Chairman **Perkins**. From all of your studies, have AFDC payments increased more rapidly in the metropolitan area than in the rural area?

Mr. **Donaldson**. I am not sure about that.

Mr. KIM. In Maryland in 1969, the number of children within the State in Baltimore City was 69 percent. Then, the proportion decreased to 65 percent in 1972.

So the direction to urban areas is not necessarily the case. One county increased from 73 to 78 percent, a very small change, but nevertheless a change.

I do not know whether the generalization can be made.

Mr. DONALDSON. There was one question that went unanswered before as to when we would complete these analyses.

Chairman PERKINS. Yes.

Mr. DONALDSON. I think that the best we will be able to do is submit a written memorandum to the extent of reporting what we have done. We will not have the time available to extend our work in that area.

Chairman PERKINS. Will you do that for us? On both the AFDC and the current population surveys?

Mr. DONALDSON. We are working on the latter.

Chairman PERKINS. Thank you, gentlemen. That is all.

Mr. QUIE. I have more questions.

Chairman PERKINS. Go ahead, Mr. Quie.

Mr. QUIE. Did you look at AFDC enough to determine if the percentage of children in various age groups varies from place to place or is it the same?

As I understand it, AFDC children are categorized into different age groups. Then, the 5 to 17's are the ones that are used by title I.

For example, if you go to college, then you are counted in AFDC if you are 18 or 19 or 20. Then, that varies from place to place from the number that actually go into colleges. Have you observed anything on this? Or, maybe the amount isn't great enough to make it significant.

Mr. DONALDSON. The only data available to us to make any sort of analysis like that was that there is a count of all AFDC children from zero to 20 years of age. We had those numbers. We have the number of AFDC children 5 to 17.

Does the analysis show a difference when you compare one to the other? We may have it. I don't know.

Mr. QUIE. If you can supply that, that would be helpful.

Now, as I read you, the change in AFDC would be a valid means of obtaining census information as used in the States from year to year. Is that what you are saying?

Mr. DONALDSON. It would be a far better way.

It is considerably improved over some of the problems that now exist, I think.

Mr. QUIE. You mean, it is better than doing nothing?

Mr. DONALDSON. It is better than using AFDC and then adding it in indirectly.

Mr. QUIE. Have you taken a look at the period from 1965 to the present and cranked that in and seen what would happen to the distribution within the State if that factor had been used as an updating factor?

Mr. DONALDSON. No, sir, we haven't had the chance.

Mr. QUIE. Will you be doing that work? Can you?

Mr. DONALDSON. We have about 2 weeks left in which to finish up the various work we are obliged to do. I don't think we can do very much on that. We can look at possibly one State. That would be about the best we could probably do in the time we have allotted.

Mr. Quie. Mr. Chairman, it seems to me that if we are going to take a serious look at that possibility—I think some interest has been generated—I think we ought to take a look at how it would have affected distribution in the States, had it been used.

Chairman Perkins. I think so, too. Use one State. Just select one and submit it to us.

Mr. Quie. Is there such a thing as an average State?

Mr. Ford. Michigan.

Mr. Quie. I wish you would take a couple. Why don't you take something like Kentucky and Michigan?

Mr. Bell. California.

Mr. Donaldson. The only limitation will be to get the data we will need. The computations wouldn't take that long. It will be to talk to this person and that person and have them send us the material.

Mr. Ford. If your computer was asked, would it be able to tell us the relationship between per capita income—not using any artificial figures—and the amount of money spent per child?

Do you have any figures? If so, how far are they broken down into units on per pupil expenditure?

Mr. Donaldson. A year ago was the last time we did such an analysis, on a period of about 2 or 3 years ago. The relationship that we got was a very high degree of correlation, a high relation, between the two.

It is a value of 0.85 on a scale of 0 to 1. That is a pretty good correlation. But in the individual States, the correlation increased to 0.9 to 0.94, in one or two States.

Chairman Perkins. What you are saying is, the wealthier the State, the more they spend for education.

Mr. Donaldson. The expenditures are highest where the incomes are high; yes, sir.

Chairman Perkins. It would naturally follow that the States that do not have the resources should have more funds from somewhere.

Mr. Donaldson. In one analysis that we did—in fact, we have the data here—the relationship is pretty good, up to a point.

A memorandum that we recently submitted to staff for the committee showed where the relationship is pretty good between per-pupil expenditure and income on a State-by-State basis, up until a certain point.

When the per-pupil expenditure is around $800 and $900, it is good. After that, the relationship is not that good. It is much wider.

When you are below a certain level, it gets worse.

Chairman Perkins. I would like to include at this point in the record a copy of the referred to report showing the relationship between a State's ability to pay and the per-pupil expenditure.

[The report follows:]

The Use of APPE in Allocating ESEA Title I Funds

The cost of compensatory education has been a neglected aspect of our study of Title I allocation processes. Even now, the direct analysis is not feasible. This memorandum takes a roundabout approach to the problem, through the investigation of APPE data. Since APPE data represent the cost conditions of general education, we feel that its analysis is a first necessary step toward understanding the cost structure of compensatory education. For the present investigation, we found the discrepancy in definition and accounting rules for educational expenditures among the states confirmed the close relationship between an area's ability-to-pay and educational expenditures but that such a relationship becomes weaker at the higher spectrum of ability-to-pay. Furthermore, we noted a wide variation in the distribution of local educational agency APPE's within a state. Our findings are put into specific forms of implementation in terms of an incentive measure for intrastate APPE equalization, a proposed form for interstate equalization of cost factor to be used in the allocation formula, and a reinterpretation of the use of concentration effect. Of the three, we feel the first, the intrastate equalization measure, is the most significant and novel use of the existing APPE data. We conclude this memorandum with a list of research topics we feel are necessary in the area of compensatory education costs.

If we assume that the problem of updating the state level enumeration of poverty children can be taken care of by a new addition to the Current Population Survey, two allocation related problems remain as of this time. These are (1) the choice of cost data for compensatory education and (2) the choice of some data base for intrastate distribution of grants. These problems apply to all of the presently pending alternative proposals for amending the Title I of ESEA because these problems relate to the data bases of grant allocation. (The second problem does not apply to Mr. Quie's proposal.)

This memorandum addresses the first of the above problems; the second one will be addressed in a later memorandum if an opportunity to analyze the problem becomes available. The scope of the present discussion is confined to analyze the nature of APPE data and suggesting some means for improving their utilization. In short, the questions addressed are: (1) what are APPE data? and (2) How are these used effectively?

It is surprising to find that, after such an extended use of the term "APPE," there still exists a considerable confusion about its meaning. Thus, a local educational agency (LEA) may offer several figures if asked to provide its APPE. From the accounting standpoint, APPE is a ratio of two numbers, expenditure on education for a specified period within a given jurisdiction divided by some number of pupils. The confusion regarding APPE results not from the difficulty of the concept but from the lack of definitional specificity for both the numerator and the denominator.

For the numerator, there is no accepted uniformity among the states in accounting for current and capital expenditure items for the purpose of organizing state educational data. Each state has its own method of accounting expenditure items and of summarizing such data. For example, the state's share of teachers' retirement funds may be classified as an overhead or fixed charge by some states and as teachers' salaries by others. Also, some states aggregate LEA expenditure data to the county level while others do not. The only case of uniformity for the current expenditure data known to us is achieved for the data gathered by USOE from state educational agencies for the purpose of Title I allocation. In this case, USOE prescribes the accounting rules for expediture items to state educational agencies. A uniformity at the state level does not necessarily imply the same at the LEA level since the USOE guidelines are not sent out to individual LEAs. Moreover, it is not altogether clear whether all LEAs know what current (as against capital) APPE is. In particular, one small LEA in Wyoming reported its *current* APPE in 1969/70 as $14,554.

As long as each state retains the full responsibility for public education, the disparity in expenditure data may continue unless the states are somehow persuaded to adopt a uniform accounting procedure. Even under the present situation, it would be desirable to create some means of maintaining data accuracy at the LEA level such that current and capital outlays are clearly separated and funds unrelated for the purpose of public education are excluded.

The denominator in APPE represents the number of pupils to whom expenditure in the numerator applies. Although the enumeration of pupils under the jurisdiction of any particular school system appears to be conceptually straightforward, the actual process involves considerable complications.

There are at least four candidates for enumerating school children: enrollment at one point in time, cumulative enrollment, average daily membership, and average daily attendance. The meanings of the first two should be self-explanatory; average daily membership (ADM) is an average of pupils belonging, those present plus those absent, when schools are actually in session; and average daily attendance (ADA) is an average of pupils attending when schools are actually in session. All four may be used in calculating APPE values.

Of the four, only enrollment measures number of pupils at a single point in time during a school year while the other three are alternative ways of extending the measurement over time. Of these cumulative enrollment is least satisfactory since it adds to the initial enrollment those children subsequently joining a school system while not subtracting those who drop out or transfer to other areas. ADM extends the cumulative enrollment concept by accounting for deletions (or withdrawals) from the system. ADA is a further derivative in that it excludes those absent on any given day and is, therefore, always smaller than ADM.

In the 1969/70 school year, the aggregate national figures of these different enumerations for the public elementary and secondary schools were as follows. [Source: "Preliminary Statistics of State School Systems, 1969–70," National Center for Educational Statistics, p. 9.]

Enrollment (fall, 1969)	45, 618, 578
Cumulative enrollment	46, 384, 743
ADM	44, 719, 200
ADA	41, 934, 376

These data illustrate the over-estimating effect of the cumulative enrollment figure and the reduced magnitude of ADA which is 93.8% of ADM. The percentage value can be interpreted to mean that absenteeism averaged about 6% for the nation.

ADA is used in Title I, although the term is never defined in ESEA of 1965 or its amendments. In practice, the definition of ADA has been taken from Title III of PL 81–874 which states that ADA is to be "determined in accordance with state law," thus relegating its definition to the individual states.

It is not clear why ADA has been adopted for use in ESEA of 1965 except perhaps as a convenient carry-over from PL 81–874. With respect to APPE, ADM seems a more sensitive measure than ADA. For Title I application, in particular, ADA is less appropriate for measuring the school participation rates of the poor children whose absence rates must be higher than the average. On the basis of conceptual considerations, ADM appears to be better suited for Title I allocations.

More important than the conceptual considerations associated with ADM and ADA is the practical considerations of their implementation. There appear to be no uniform definitions in use for these terms. In the 1969/70 school year, for example, the ratio of ADA to ADM ranged from 90% in New York to 100% in Vermont. It is said that some states modify the value of ADA by defining some absences as presences. In any case, short of a full review of individual state definitions and calculating procedures, no definitive statement can be made on the differences in the reported values of ADM and ADA except that their values do not apear uniformly derived from state to state.

One immediate effect of such nonuniformity for Title I allocations is that the state APPE values could be different from those being reported to USOE. If, for example, ADM were to be used, the APPE value of Vermont would not change but that of New York would decrease by 10%. New York's authorization would accordingly decrease by the same amount. The problem thus is interstate nonuniformity of the reported values of ADA and ADM, and not their levels the effect of which can be adjusted by the Federal percentage or other similar parameters in an allocation formula if the uniformity is maintained.

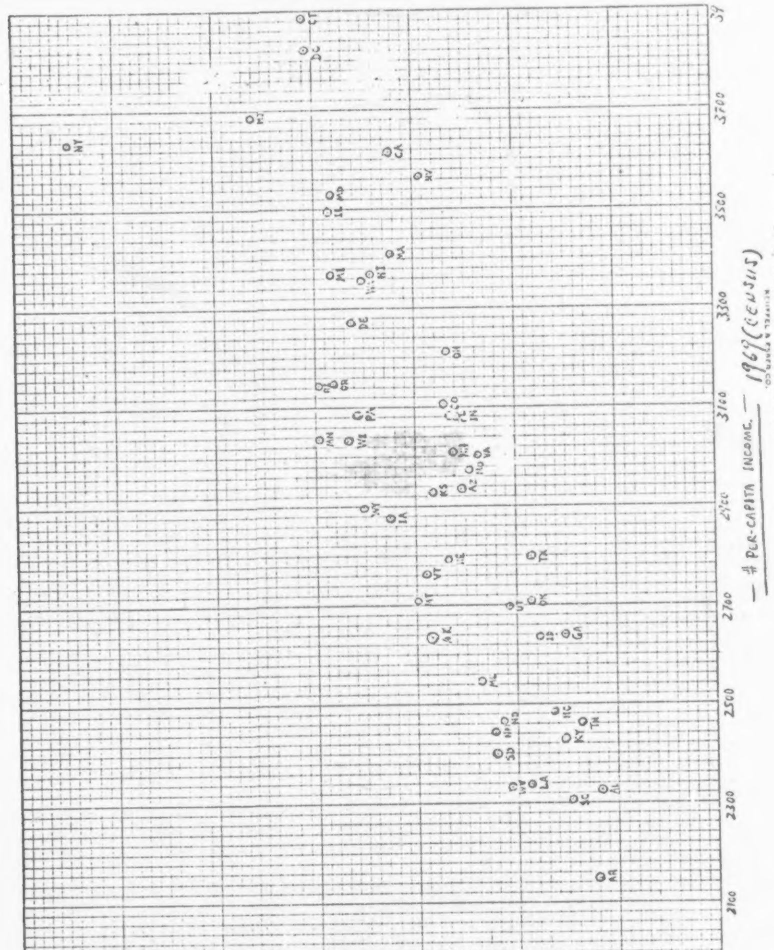
Under the circumstances, two unrelated but not mutually exclusive possibilities are present regarding the choice of denomnator of APPE. First, establish a uniform definition and stringent computational procedures throughout the nation. Second, use enrollment data. If single point enrollment data appear unacceptable, one can average enrollment figures of several points in time, such as October 1, December 1, March 1, and June 1. The second approach is conceptually simpler, uniform in definition, and easier to administer, and should be adopted for computing APPE for Title I formulas.

The discussion thus far has dealt with the conceptual and statistical bases for calculating the values of APPE. In what follows, we will disregard the problem of data accuracy and consider the problem of APPE disparities within a state and among the states.

The single most important determinant of the level of APPE is an area's fiscal capacity which may be represented by per capita income. The close relationship between an area's ability-to-pay and its level of educational expenditure is such that the relationship has become accepted wisdom and the basis of educational policy. The relationship, however, does not necessarily carry over in all types of expenditure level comparisons because of the differences in the extent of state intervention in LEA financing. That is, the close relationship between income and educational expenditure among the LEAs can be distorted by state government's intervention measures. The APPEs of the states, however, should express the income-expenditure relationships well if the APPE data to be compared exclude the Federal shares.

The scatter diagram (or graph) on the next page shows the plot of state per capita income from the 1970 census on the horizontal axis and state APPEs, excluding funds from PL89-10, during the 1969–70 school year on the vertical axis. The general pattern of the points is clearly a positive relationship between educational expenditure and income. Two further observations can be noted. First, the absolute spread of APPE levels for any given income increases as income rises. For example, at the $2.300 per capita income level, Alabama and Wyoming show a difference of $160 in APPE, but at the $3,000 income level, California and New York show a difference of $480 in APPE. The second observation relates

8A



to the phenomenon that there appears to be a "ceiling" effect for educational expenditures with respect to per capita income such that richer states do not continuously increase APPE *pari passa* per capita income. In terms of the diagram, the $800 to $900 APPE range appears to be the ceiling at which are represented states with income differential of as much as one-third and from all regions except the South.

The state APPE data represent average values and thus lack information on the income-expenditure relationship within a state. One indirect source of such information is the LEA expenditure data for the 1969–70 school year compiled by the "School Finance Task Force." *

One way to summarize the School Finance Task Force data is presented in Table 1 on the following page. The first column lists by state the ratios of the highest to the lowest APPEs of the LEAs (hereafter referred to as the max/min ratio). In the second and third columns, the lowest and the highest 5% and 10% respectively. The preceding indicates that, in all states, a large proportion of for those LEAs containing the included children. Moving from Column 1 to Column 3, the number of states with the max/min ratio less than 2.0/1 increases from 11 to 28 to 41. Furthermore, the largest ratios are 34.2/1, 5.6/1, and 4.4/1 respectively. The preceding indicates that, in all states, a large proportion of public school children belong to LEAs with APPEs within a narrow range.

TABLE 1.—1969–70 SCHOOL DISTRICT PER PUPIL EXPENDITURE DISPARITIES BY STATE

	Ratio of maximum/minimum	Ratio of maximum/minimum within 5th to 95th percentile	Ratio of maximum/minimum within 10th to 90th percentile
Alabama	2.0/1	1.4/1	1. 3/1
Alaska	3.8/1	1.7/1	1.6/1
Arizona	7.1/1	3.0/1	2.3/1
Arkansas	3.4/1	1.9/1	1.6/1
California	7.9/1	2.5/1	2.0/1
Colorado	6.3/1	2.4/1	2.1/1
Connecticut	6.3/1	2.4/1	2.1/1
Delaware	1.7/1	1.2/1	1.2/1
Florida	1.8/1	1.5/1	1.4/1
Georgia	2.0/1	1.4/1	1.3/1
Hawaii	1.3/1	1.3/1	1.2/1
Idaho	6.6/1	2.1/1	1.8/1
Illinois	5.9/1	2.2/1	1.8/1
Indiana	2.6/1	1.6/1	1.5/1
Iowa	2.0/1	1.6/1	1.4/1
Kansas	3.2/1	2.1/1	1.7/1
Kentucky	2.6/1	1.4/1	1.3/1
Louisiana	1.8/1	1.7/1	1.3/1
Maine	9.1/1	1.9/1	1.7/1
Maryland	1.6/1	1.2/1	1.2/1
Massachusetts	9.3/1	2.3/1	2.0/1
Michigan	3.1/1	1.7/1	1.4/1
Minnesota	4.0/1	1.6/1	1.4/1
Mississippi	2.6/1	1.8/1	1.5/1
Missouri	9.1/1	2.2/1	1.8/1
Montana	18.2/1	4.1/1	3.0/1
Nebraska	12.4/1	3.5/1	2.6/1
Nevada	2.2/1	2.2/1	1.4/1
New Hampshire	4.8/1	2.2/1	1.8/1
New Jersey	5.9/1	1.9/1	1.7/1
New Mexico	2.5/1	1.9/1	1.7/1
New York	11.4/1	1.9/1	1.6/1
North Carolina	1.6/1	1.4/1	1.3/1
North Dakota	24.0/1	2.1/1	1.7/1
Ohio	4.1/1	1.7/1	1.5/1
Oklahoma	29.7/1	2.5/1	2.0/1
Oregon	11.4/1	2.7/1	2.1/1
Pennsylvania	7.9/1	2.1/1	1.5/1
Rhode Island	2.3/1	1.7/1	1.5/1
South Carolina	1.5/1	1.3/1	1.3/1
South Dakota	34.2/1	3.6/1	2.6/1
Tennessee	2.5/1	1.6/1	1.4/1
Texas	2.7/1	2.8/1	2.1/1
Utah	2.8/1	1.9/1	1.6/1
Vermont	4.2/1	2.2/1	1.9/1
Virginia	2.6/1	1.5/1	1.4/1
Washington	9.2/1	2.6/1	1.8/1
West Virginia	1.4/1	1.3/1	1.2/1
Wisconsin	3.4/1	1.7/1	1.4/1
Wyoming	26.2/1	5.6/1	4.4/1

Source: School finance task force.

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*State Range of Average Current Expenditure Per Pupil and Amounts Required to Equalize Expenditure Levels, 1969–70 USOE, DHEW, Washington, D.C.

Another observation points to the small max/min ratios in the first column for a particular group of states. These are states that have (1) highly aggregated LEAs (e.g., Florida, Louisiana, Maryland, and West Virginia) where LEAs are coterminous with county boundaries, (2) large LEAs relative to counties (e.g., Alabama and North Carolina), and (3) large state shares of public education expenditures (e.g., Delaware). For all these states, the max/min ratios range about 1.5/1 to 2.0/1. The lone exception was Nevada with the ratio of 2.2/1, but that was accounted for by a mere 0.2% of children belonging to a high APPE LEA. Without that 0.2%, the max/min ratio falls to about 1.5/1. It appears reasonable to assume that the max/min ratio in the range of 1.5/1 to 2.0/1 accounts for the real cost differentials within a state reflecting geographical cost-of-living differentials and population densities, and that such APPE ranges apply to most of the states.

The overall narrow range within a state of the max/min ratios seems to indicate that county (the lowest practicable geographical unit to be funded directly by the Federal government) APPE data are indeed good candidates for the basis of the cost factor in the Title I allocation formula. There is, however, a strong objection to such a proposal because the county APPE levels are still influenced by a state's fiscal capacity.

TABLE 2.—INTERSTATE COMPARISON OF COUNTY LEVEL APPE'S FOR SELECTED COUNTIES WITH PER CAPITA INCOME ABOUT $2,000 IN 1969

State and county	Per capita income	APPE
Alabama: Cullman	$2,001	$374
Arizona: Graham	1,858	535
Arkansas: Independence	2,004	373
Colorado: Los Animas	1,979	561
Florida: Okeechobee	2,010	480
Iowa: Decatur	1,965	761
Kansas:		
Crawford		604
Ness	2,077	1,097
Kentucky: Nelson	2,003	595
Louisiana: Washington	1,998	683
Mississippi: Pearl River	2,016	400
Missouri: Perry	2,000	618
New York: Franklin	2,262	852
North Dakota: Grant	2,026	681
Pennsylvania: Fayette	2,156	697
Tennessee: Giles	2,006	482
Wyoming: Crock	2,412	971
National average (1969–70)	--	766.95

Note: The APPE data are compiled from individual State reports and direct inquiries to State education departments. Since they are not quite comparable in definitions, as much as 10 percent leaway should be made in using the numbers.

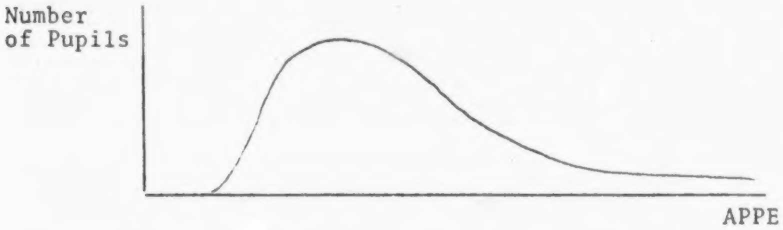
(The wide range of APPE values for a given level of income is shown in Table 2 in the next page.) The policy may be compared to feeding potatoes to the poor and meat to the rich on the grounds that those are what each of the groups can afford to consume. The proposal, in short, fails to complement the goal of providing equal educational opportunity both within and among the states.

An appropriate remedy is the provision of more money to the areas with higher concentrations of poor, which in general corresponds to the LEAs with low APPE values. Such a remedy, however, is unlikely to work because the income-expenditure relationship holds either within a state in terms of the APPEs of LEAs or among the states in terms of the state APPEs, but not among the APPEs across state boundaries. The disparities in within-state equalization measures are such that two LEAs with similar socio-economic characteristics but belonging to different states may have quite different APPE values. An attempt at equalization through the use of a concentration factor applied directly to the actual county APPEs may narrow the effects of APPE inequalities within a state but not affect the interstate differentials due to unequal equalization measures.

One partial remedy to the unequal state equalization measure is to encourage such equalization through the Title I allocation formula. Such a measure is based on the previously noted fact that (1) the max/min ratios are no greater than 2.0/1 for the states with a high degree of equalization effort and (2) the ratios decline rapidly as the upper and lower extremes are excluded.

More specifically, a frequency distribution of APPEs within a state that has a low degree of equalization effort follows the typical pattern of income distributions, i.e. it is highly skewed toward the upper tail end.

In a pictorial form, such a distribution has the following general shape:



In such a distribution, a large proportion of children belong to LEAs whose APPEs fall within a narrow range, a small proportion falls in the lower end and similarly in the upper tail end, but the upper tail is considerably more extended. It is this long upper tail which gives such high max/min ratios in column 1 of Table 1. Since the likelihood is high for the wealthier LEAs to belong to the upper tail end of the above frequency distribution, the likelihood is high also that such LEAs do not contain any sizable number of poor children. It follows that their exclusion from participating in Title I programs would have little adverse effect.

Exactly which children should be excluded is at present a judgmental question, but we propose that all children belonging to LEAs whose APPE values are greater than twice the lowest APPE value within the same state should be. The particular value for max/min ratio of 2.0/1 comes directly from the discussion in the previous paragraphs. The practical outcome of such a proposal can be demonstrated using the 1969–70 data. For example, the proportion of all children excluded under the proposed rule are as follows in six selected states. The states represent groupings made according to low, medium, or high percentages.

	Percent
Group A:	
New Mexico	3
Tennessee	1
Group B:	
California	25
Pennsylvania	26
Group C:	
Illinois	97
Missouri	96

It is apparent that our proposal would be politically unacceptable except for the states belonging to Group A category.

On a closer inspection of the data, however, a large proportion of exclusion in Groups B and especially in C results from a few LEAs having very low APPEs. If the max/min ratio rule of 2.0/1 is rigidly enforced, the options open to the states in Groups B and C would be to subsidize the APPEs of their poorer LEAs sufficiently to bring about a dramatic decrease in the proportion of children excluded. For these states, the amount of such subsidy would be smaller than the extra amount they would receive under Title I as shown by the following table.

	Percent of children subsidized	Percent of children excluded with subsidy	Amount of subsidy	Gain in title I grants due to subsidy
California	0.3	6.0	$1,000,000	$20,000,000
Pennsylvania	.1	1.0	60,000	15,000,000
Illinois	2.2	7.5	3,000,000	60,000,000
Missouri	3.3	2.7	2,000,000	18,000,000

Although the numbers in the table are approximate, the relative magnitudes of the changes should be clear. By specifying the 2.0/1 intrastate APPE limit, Title I would have two effects: (1) equalize intrastate APPEs, and (2) exclude from participation those who are unlikely targets of Title I anyway.

The first effect can be seen as an effective incentive measure of intrastate APPE equalization which, although not apart of the expressed goal of Title I, is nevertheless an important aspect of equalizing educational opportunity. Conceivably, the incentive measure could be strengthened still further by providing bonus payments in proportion to school children falling within the specified max/min ratio range or by reducing the max/min ratio to, say, 1.5/1.

The second effect has a subsidiary effect if we specify further that state APPEs for the purpose of Title I should be calculated only for the LEAa within the 2.0/1 APPE range. Since such a calculation would use APPE values that are equalized either voluntarily or otherwise, the resulting state APPE values should be more comparable.

Interstate disparities in APPEs nevertheless should persist, and we have not here addressed the question of what APPE value (county, state, or national) to use in the formula. At present we can only offer some suggestions on the subject. First, in view of the "ceiling" effect observed in the state APPE comparison, it appears desirable to bring everyone's APPE close to the ceiling level in order to enable all LEAs to equally compete for the services of specialists required for compensatory education. Putting an APPE ceiling, however, would penalize those LEAs with APEs higher than the ceiling; a better alternative would be to put a floor for all and allow those with APPEs higher than the floor to have a cost factor that is greater than the floor but by no more than some prespecified multiple, say 50%. The end result is a combination of a floor and a ceiling for the cost factor throughout the nation for all the counties or LEAs that participate in Title I; it is the extension of the max/min limit within a state to the whole nation for the cost factor to be used in the Title I allocation formula.

The second suggestion is that the concentration factor can now be applied more unequivocably with respect to its purpose. That is, equalization of the cost factor itself is a form of compensation to the low APPE districts. Thus, equalization through the uses of both 2.0/1 APPE limit and the floor value may be viewed as a sufficient form of compensation. One may argue nevertheless that a mere expenditure equalization is not sufficient in providing satisfactory compensatory education to the educationally disadvantaged. The importance of peer groups influence in the learning process implies that the cost of compensatory education may rise in proportion to the concentration of poor children. If such a thesis becomes an empirically verified proposition, additional expenditure compensation through the use of concentration factor can be made a more realistic policy instrument when used in conjunction with the cost floor and ceiling in the allocation formula.

In summary, this memorandum addressed to nonuniformity in definition and accountings rules governing the calculation of APPE data by states and recommended the adoption of multipoint average of enrollment as the denominator of APPE. The relationship between state APPE and per capita income was analyzed and a tendency of ceiling effect on APPE was noted. Observation on the distributions of LEA per pupil expenditures within each state revealed a typical skewed distribution with a long upper tail, but with most of the children belonging to LEAs within narrow APPE ranges. This fact was used for the basis of an incentive program for intrastate expenditure equalization as a part of the Title I formula. Furthermore, the measure leads to modified enumeration of pupils and state APPE. Finally, possible uses of the modified state APPE were suggested, namely, the introduction of cost floor and ceiling in the formula, and the new insight into the use of the concentration effect.

This memorandum raises more questions on the proper value of the cost factor and the use of APPE data. Some of the major topics requiring further study are the following: interstate accounting rules of educational expenditures; familiarity of the LEAs with the state and USOE expenditure accounting rules; investigation of the constituents of a region's ability-to-pay for public education; analysis of the relevant components of APPE for approximating compensatory education costs (e.g., should the costs of food and medical services be included?); economic and educational validity of the APPE "ceiling" concept; and the possibilities of directly estimating the cost of compensatory education. Needless to say, the last topic is most ambitious and most important.

Chairman PERKINS. Any other questions?

Thank you, gentlemen.

[Whereupon, at 11:38 a.m., the hearing adjourned, to reconvene at the call of the Chair.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

TUESDAY, JUNE 26, 1973

House of Representatives,
General Subcommittee on Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10:10 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Meeds, Ford, Brademas, Lehman, and Peyser.

Also present: John F. Jennings, majority counsel; Christopher T. Cross, minority staff assistant; and Mrs. Toni Painter, secretary.

Chairman Perkins. The committee will come to order.

We thought we would have you gentlemen appear this morning to discuss decentralization of the Office of Education. Before we begin, I would like to insert in the record at this point a letter sent to me on June 5, 1973, by Commissioner-designate Ottina, providing data on the relationship between poverty and educational deprivation in response to a request I had made.

[Letter referred to follows:]

Department of Health, Education, and Welfare,
Office of Education,
Washington, D.C., June 5, 1973.

Hon. Carl Perkins,
Chairman, Committee on Education and Labor, House of Representatives, Washington, D.C.

Dear Mr. Chairman: Thank you for your letter of May 18 concerning the relationship between poverty and educational deprivation.

The only recent data we have on this relationship comes from the unpublished 1970 Elementary School Survey. Data in this survey are nationally representative of (1) all school districts over 300 enrollments which have elementary schools; (2) all ESEA Title I and non-Title I elementary schools; (3) all teachers of grades 2, 4 and 6; and (4) all pupils in grades 2, 4, and 6. Judgments about family income and student's educational needs were provided by teachers.

The enclosed table shows the relationship between income and educational problems. The distribution of children within each income group is shown by the percentages in columns A, B, and C.

By adding the percentages in columns A and B for each income group, it can be seen that if a child comes from a family whose income is less than $3,000, the odds are about 7 out of 10 that he will have some persistent educational problem; if his family's income is in the $3,000–$6,000 range, there is a 5 out of 10 chance that he will have a persistent educational problem, and if his family's income is in excess of $6,000, there is a 4 out of 10 chance of a persistent problem. Also, the data of column C show that the absence of persistent educational problems becomes more likely as income increases.

Sincerely,

John Ottina,
U.S. Commissioner of Education-designate.

Enclosure.

TABLE SHOWING PERCENT OF PUPILS WHO ARE AND ARE NOT EDUCATIONALLY DEPRIVED BY FAMILY INCOME LEVEL

Family income level	Type of educational deprivation: Persistent reading problem (A)	Persistent problem other than reading (B)	No persistent problems (C)	Total
Less than $3,000 (N=3,718,160)	45	27	28	100
$3,000 to $6,000 (N=6,485,326)	31	24	45	100
Greater than $6,000 (N=8,793,814)	18	21	61	100

Note: N's indicate projected number of pupils in grades 1 through 6.

Chairman PERKINS. I notice that Mr. Carlucci has a prepared statement. Go ahead, Mr. Carlucci, and read your prepared statement.

STATEMENT OF HON. FRANK C. CARLUCCI, UNDER SECRETARY OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY DR. JOHN OTTINA, COMMISSIONER-DESIGNATE, USOE; JUDITH PITNEY, ACTING DEPUTY ASSISTANT SECRETARY FOR LEGISLATION (EDUCATION), HEW; AND DR. JOHN EVANS, ACTING DEPUTY COMMISSIONER FOR PLANNING, EVALUATION, AND MANAGEMENT, USOE

Mr. CARLUCCI. Thank you, Mr. Chairman and members of the subcommittee. I am pleased to appear before you today to discuss the Department's decentralization policy.

Confusion over nomenclature has in the past impeded our understanding of decentralization and generated much unnecessary debate. Let me explain at the outset how decentralization is defined and applied in HEW.

DECENTRALIZATION VERSUS REGIONALIZATION

By decentralization, I mean the process of delegating administrative and program authorities now held in Washington to appropriate regional officials of the Department so that those officials can deal directly and significantly with State and local governments and others who look to HEW for services.

We are not necessarily talking about regionalization when we seek to decentralize. HEW's regional directors are being strengthened so that they can become effective and responsive representatives of the Secretary and can assure the coordinated administration of departmental activities.

But not all authorities moved to the field will be delegated to regional directors. Some are being lodged in the RD's; others will be placed in regional representatives of program agencies such as the Social Security Administration, the Social and Rehabilitation Service, and the Office of Education. Just which official will receive additional delegations of authority as we decentralize will depend upon the nature of the functions to be performed and the statutes which govern the administration of HEW programs. You can be sure that decentralized authority will be exercised in a manner consistent with the law.

DECENTRALIZATION IN THE DEPARTMENT

The Department's decentralization program recognizes that there are some activities which, by their very nature, should be performed in a single location and, thus, do not lend themselves to decentralized management. Headquarters staff will be looked to for leadership in matters relating to the formulation of policy, the development of programs, the provision of technical guidance and assistance to the field, and the central direction of evaluation efforts.

Furthermore, some activities, like major research and development projects and certain demonstrations, must be run centrally. We expect, however, that there are relatively few functions performed on a national basis which cannot be advantageously decentralized.

Decentralization means significant shifts in the internal management of the Department. As greater authority is placed in the hands of field officials, they must have the staff and resources necessary to fulfill their new responsibilities.

Arrangements have been set up through which the regional directors report immediately to the Secretary and Under Secretary of the Department. Frequent meetings with regional directors are conducted to assure that they are informed of departmental objectives. Policy statements, directives, and regulations are now developed with full participation by field officials and are communicated to them for their guidance and implementation.

Moreover, the Department is installing audit, evaluation, management information and reporting systems that will assure that the Secretary is kept informed at all times of the quality of field administration and will be alerted to situations requiring headquarters attention or intervention.

Thus, decentralization will provide a framework for more responsive, sensitive, and timely action in the field while still assuring consistency in the administration of programs and strict adherence to law and departmental guidance.

DECENTRALIZATION IN OE

Over the past 2 years, the Federal Assistance Streamlining Task Force (FAST) has carefully examined programs of the Department and has reviewed the decentralization potential of each. Analyses were made of each program and a determination made that the performance, effectiveness, and the efficiency of particular program functions would be improved through regional administration.

From the OE programs studied under FAST, certain programs were determined suitable for decentralization action. Results of these studies have been reexamined this spring to assure their current applicability. Since some studies done by FAST have been outdated by recent legislative changes and other policy developments, the staffs of OE and the Office of the Secretary have been at work developing a revised decentralization plan for the Office of Education. We are now reviewing that plan before final agreement is reached on those programs which would benefit from a decentralized mode of operation and those for which decentralization is either untimely or might jeopardize the intent or stability of the program. I believe each of you has received a copy of the proposed OE decentralization plan. Dr. Ottina and I would be happy to discuss the details of it with you now.

Chairman Perkins. Mr. Secretary, in the letter I forwarded down to you, I mentioned the fact I would be asking a few questions concerning the appropriations this year. The fiscal year 1974 appropriations bill in all probability will pass the House today. It contains a provision similar to the provision contained in your now pending Better Schools Act, which in substance is a "hold harmless" provision, except in the appropriations bill it is geared to the 1972 level of spending.

I just want to ask you whether you favor the provision in the House appropriations bill for 1974.

Mr. Carlucci. Mr. Chairman, I have not had a chance to see that provision or study it.

Chairman Perkins. It is similar to the one in the Better Schools Act in which you hold harmless for 1 year.

Mr. Carlucci. Are you talking of the appropriations bill?

Chairman Perkins. Yes, I am talking of the appropriations bill.

Mr. Carlucci. Well, in terms of the appropriations bill, our position is represented in the President's budget. If the Congress has made some changes from that budget, we will have to take a look at it, study it in terms of whether it is acceptable to the Department and then make the appropriate recommendation to the President.

Chairman Perkins. Do you endorse the principle, however, that is contained in the Better Schools Act that the States should be held harmless; which provision is also in the appropriations bill for 1974, the only difference being that it is geared to the 1972 level?

Mr. Carlucci. That is a significant difference, Mr. Chairman, in terms of funding. Also the "hold harmless" provision in the Better Schools Act was geared essentially to title I.

Chairman Perkins. It has the same effect in both that we are talking about. Let's limit the question to title I, then.

Do you favor the provision in the appropriations bill which is geared to the 1972 level of spending to hold the States harmless?

Mr. Carlucci. I am not prepared to commit the administration on that until we have a chance to study it. I think there are several factors which must be considered in the hold harmless issue—such as what census is used. What you propose is significantly different from what was represented in the Better Schools Act.

Chairman Perkins. The provision would take precedence over the census, whether it was the 1960 or 1970 census.

Mr. Carlucci. In which case we might have some problems with it because we thought it was appropriate to shift it to the 1970 census.

Chairman Perkins. Dr. Ottina, on June 8 you informed the State superintendents of education that you were not going to fund the library programs, the equipment and minor remodeling program, the aid to State departments of education program, or "b" children under impact aid.

I want to convey to you my dissatisfaction with that decision. I hope you realize that education in Oklahoma as well as many other places in the country will suffer because of it.

The Speaker is very much dissatisfied with your decision along that line.

Why don't you want to fund these programs? HEW told the House Appropriations Committee earlier this year that they were not being deleted because they were ineffective. Why then are they being deleted?

Dr. OTTINA. Mr. Chairman, there are two words in your statement I would like to correct. This was not a decision. This was a notice that was meant to inform the chief State school officers about the administration's plans and recommendations to Congress and to the Appropriations Committees in terms of specific older programs that were technically expiring the 30th of this month and would need to be extended appropriationwise for an additional year because it was becoming apparent that the Better Schools Act would not be implemented in time for 1974.

So this was not meant to be a decision but rather a memorandum to the chiefs in order for them to plan. It was meant to inform them of what the President's recommendations and the President's budget would look like if they were broken into the various traditional programs such as title I, title III, et cetera, et cetera.

Our recommendation would be that if we had the amount of money to spend which is contained in that particular letter, namely, $2,527 million, that we would recommend it be spent along these lines, and that we not fund at that level of spending either title II, title V or the impact aid "B" category children.

Chairman PERKINS. The House Appropriations Committee bill has been reported to the House for action today; that is the fiscal 1974 appropriation bill. This appropriation bill contains funds for all of those programs. Shouldn't you notify the States that these programs will be continued? Or, if you are waiting until after the House acts today, will you then notify the States to continue these programs if the House provides the funds for them?

Mr. CARLUCCI. As Dr. Ottina indicated, the figures sent to the chief State school officers represented the budget recommendations of the President, our recommendation to the Congress. Obviously, the Congress has the opportunity to, and should, work its will on these figures. Once the Congress has completed action, then the President has the right and the responsibility to make a determination as to whether he accepts the congressional action.

Until that process is completed, it would be very difficult for us to——

Chairman PERKINS. You are not at this time in a position to give us any direct answer on the question I just put to you until the President has a chance to study the situation?

Mr. CARLUCCI. That is correct, Mr. Chairman. However, let me emphasize that there was nothing in the June 8 letter which was designed to preempt the right or the responsibility of Congress to make decisions with regard to appropriations.

Chairman PERKINS. Let's put aside the House appropriations bill for the moment since it will probably not be passed by the Senate for 6 or 7 weeks. The continuing resolution however will go through both Chambers this week.

Assuming the House provides funds for all of these programs in the continuing resolution and the continuing resolution permits you to fund these programs, but not to exceed the House funding level, will you then notify the States that these programs will be continued?

Mr. CARLUCCI. As you know, Mr. Chairman, we have had some differences of interpretation over continuing resolutions and we would have to take a look at the continuing resolution as it came down and make a legal interpretation of what it required before we could answer that question.

Chairman **Perkins**. Don't you think if the continuing resolution authorizes the funding of all these programs, that that is the true intent of the continuing resolution? You would not violate the true intent of Congress in the continuing resolution, would you?

Mr. **Carlucci**. We would not want to violate the intent of the Congress as we interpreted that intent, Mr. Chairman.

Chairman **Perkins**. How can you justify increasing the costs of administering Federal programs by regionalization when you are proposing to cut back on the elementary and secondary education programs?

Mr. **Carlucci**. Mr. Chairman, we don't accept the hypothesis that we are automatically increasing the cost of delivering programs by decentralization.

But let me stress that costs are not the issue we are addressing in decentralization. We think the difference in cost——

Chairman **Perkins**. Didn't you make a statement last week in the Office of Education that there would be an overall increase of 70 in personnel because of regionalization?

Mr. **Carlucci**. I am not aware of any such statement, Mr. Chairman. Where were we supposed to have made that statement?

Chairman **Perkins**. Dr. Evans indicated that on the charts here last week when he testified.

Dr. **Evans**. No, sir, I don't think that is correct. The charts, we stated, indicated the increase in positions shown on that chart were increases granted by the Congress for new programs that would be contained there, such as the basic opportunity grant program and the like. There were no new positions requested for, or included in that chart to cover the administration of the other programs that we reviewed.

I made that clear in the testimony last week.

Mr. **Peyser**. Could you yield on that point?

Chairman **Perkins**. Yes.

Mr. **Peyser**. Dr. Evans, as I recall the chart you showed, it indicated a decrease in the number of Washington jobs by about 350, and then on the regionalization line you had an increase of 400-some-odd jobs, which showed a net increase in total number of jobs of 70 or 80 jobs.

There was no other indication that it was for anything else.

Dr. **Ottina**. I understand the confusion. You are quite correct in terms of the numbers presented on the chart. Let me explain what they represent.

Chairman **Perkins**. Let me refresh the gentleman's recollection.

On line 21, page 13 of Dr. Evans' testimony last week, he made this statement:

> As you can see, what it calls for is a decrease of approximately 357 positions from the approximate base of 2.158 in headquarters and a rise or increase of 427 positions from a present base of 580 in regional offices, and we can supply a similar kind of table, which we don't have here now, which is even more tentative, for all of the reasons you just talked about, on actual funds; but again, we are

talking about a very substantial transfer, our transfers of grant-type programs and funds to the authorities of the regional office.

So I think that really covers the basic outlines of what the Administration hopes to do with this set of educational programs. They are more in the present state of planning with kinds of assumptions we have made and outlined. . . .

and so forth.

Dr. EVANS. That is correct. There is no statement about an increase in positions overall. There was, as correctly noted by Mr. Peyser, an increase in the number of positions in a 2-year period that I noted there between the present and proposed.

We are talking there of the increase between 2 fiscal years as well as a change between a nonregionalized condition to a regionalized proposal.

The difference between those 2 fiscal years details, or includes, an increase in number of positions due to a program authorized by the Congress such as the basic opportunity grants program and the emergency school aid program.

Chairman PERKINS. Let me ask Dr. Ottina this question: When exactly do you expect this decentralization and regionalization to take effect?

Go ahead, Mr. Secretary.

Mr. CARLUCCI. We have requested plans throughout HEW in each of the agencies and are presently reviewing these plans. We have made them available to a number of groups, including this committee.

We welcome comments. We would hope to reach decisions on individual plans, I would cay, sometime by the end of July.

I would like to address your original question, because our goal in decentralization is to increase program effectiveness, and in a time of some budget constraint I think it is very important that we increase the effectiveness of our program delivery mechanisms.

So it is not cost effectiveness that we are particularly interested in, it is better service delivery. We think that we can achieve better communications with our State counterparts and better service delivery through a decentralized operation.

But where we cannot do this for a particular program, where it will not result in more effective operation, we don't intend to decentralize it.

Chairman PERKINS. Let me ask this. Last week Dr. Evans' admitted that regionalization had never worked in the past; but, nevertheless, he felt that it should be tried again.

Now, if it has never worked in the past, which is true, and if it just creates another layer of bureaucratic government, how then can you justify trying this idea another time? What is the true basis for it? You are just establishing another layer of government and trying to delegate authority.

Mr. CARLUCCI. First, I don't know the context of Dr. Evans' statement. I assume he was referring to OE programs. But, before getting into that aspect, I challenge the statement that decentralization never worked in the past. It has worked very effectively in a wide range of programs. One is Head Start. You are very familiar with that. Head Start has worked very effectively in a decentralized mode for a number of years.

The number of Federal programs over the past 4 years in which authority has been moved from Washington to the field has gone up from 94 to 193, so there are a great many Federal programs that are working, and working more effectively, in a decentralized mode.

As regards the OE programs, it is true that an effort was made in the past to decentralize these programs, and that effort was not supported. As a consequence, the necessary tools were not given to the regional officials to assume the responsibilities that would have been given to them in a decentralized mode.

Decentralization means more than simply shifting out the program authority. It means getting the capacity out in the regions. It means putting the necessary number of people out. It means having the leadership. It means having the communications between Washington so policy can be determined in Washington and implementation carried out in the regions. Finally, it means giving the regional education commissioner full authority to act commensurate with the responsibilities that have been assigned to him. This never occurred in the past.

Chairman PERKINS. I am going to have to leave in a few minutes, but I would like to include in the record at this point a series of letters and questions I submitted to Commissioner-designate Ottina, as well as his responses to these questions, which are pertinent to our hearings today. And following that I would like to share with my colleagues a letter from Mr. Byron W. Hansford, Executive Secretary of the Council of Chief State School Officers, stating the unqualified opposition of major education organizations to plans to decentralize the Office of Education. This letter specifically refers to the last question I directed to Commissioner-designate Ottina.

[The documents referred to follow:]

JUNE 21, 1973.

Hon. JOHN OTTINA,
Commissioner-Designate, U.S. Office of Education,
Washington, D.C.

DEAR MR. COMMISSIONER-DESIGNATE: The General Subcommittee on Education would like you to appear on Tuesday, June 26, at 10:00 a.m., in Room 2175 Rayburn House Office Building, Washington, D.C. We would like you to testify at that time on the proposed regionalization, decentralization and reorganization of the United States Office of Education, including providing us with specific answers to the list of questions which has been attached to this letter.

We would also like you to testify on your letter of June 8 to the Chief State School Officers regarding continued funding of certain programs for fiscal year 1974 and on other related matters.

As usual, the Subcommittees expects to receive 35 copies of your prepared statement in the Subcommittee office by the morning of June 25. We would be appreciative if you could also bring 25 additional copies of your testimony with you at the time of your appearance.

Thank you very much for your cooperation.

Sincerely,

CARL D. PERKINS, *Chairman.*

Enclosures.

QUESTIONS TO BE ANSWERED BY COMMISSIONER-DESIGNATE OTTINA

1. Why has there been no budget justification submitted to the Congress for the decentralization of education programs to the regional offices?
2. Congress has clearly stated its intention that the U.S. Commissioner of Education should have line authority for existing U.S. Office of Education programs. Will program decisions by regional Commissioners who report to the Secretary of HEW effectively bypass the authority of the U.S. Commissioner of Education? Please supply us with any legal memoranda which has been written concerning this point.

3. President Nixon has stated his intention to "expand State and local control over basic educational decisions." Will expansion of the Federal bureaucracy into regional offices increase Federal control over State and local decision-making?

4. The Federal share of total spending for elementary and secondary education is now less than 7% and the Administration has proposed further decreases. How can the expansion of administration into the regional offices be justified while program expenditures by the Federal Government are decreasing?

5. What studies have been done to show the cost-effectiveness of regional administration of Federal programs in education?

6. The salary and expense budget for the Assistant Secretary for Education has increased 36% since 1972 and the salary and expense budget for the U.S. Office of Education has increased 12% since 1972. Will the expansion of administration of education programs into the regional offices add further to the salary and expense cost for education at the same time that program expenditures are being cut back?

7. There have already been severe difficulties in completing necessary grants and contracts prior to the end of the fiscal year. Will the establishment of regional administration further delay the process required for grants and contracts?

8. There is already considerable difficulty with interpretation of guidelines for programs under ESEA Title I. Will the establishment of regional administration further confuse the interpretations of program guidelines and lead to additional unnecessary controversy over such matters as audit exceptions?

9. Why have the regional offices been used to disseminate information about the Better Schools Act before that act has in fact been passed by the Congress.

10. In the Subcommittee meeting today on regionalization and decentralization, one of your assistants asserted that many groups supported the proposed plans for regionalization and decentralization. Please provide us with a listing of such organizations.

June 27, 1973.

Hon. John Ottina,
Commissioner-Designate, U.S. Office of Education,
Washington, D.C.

Dear Mr. Commissioner-Designate: Yesterday when you appeared before the General Subcommittee on Education we did not have sufficient time to ask you to respond to all of the questions which we included in the letter of invitation to testify sent to you on June 21, 1973.

Since the Subcommittee Members are still very interested in reading your responses to these questions, we would like you to submit to the Subcommittee written responses to each one of these questions by 12 o'clock on Friday, July 6th. We would appreciate receiving 20 copies of these responses. I have enclosed a copy of the letter of June 21st and the attached questions.

When you appeared before the Subcommittee on April 16th, you promised to submit to the Subcommittee a memorandum containing your interpretation of the continuing resolution for fiscal year 1973. Since we have not as yet received that memorandum, we would like to receive that also by 12 o'clock on July 6th. Again we would appreciate 20 copies.

Sincerely,

Carl D. Perkins, *Chairman.*

Department of Health, Education, and Welfare,
Office of Education,
Washington, D.C., July 6, 1973.

Hon. Carl D. Perkins,
Chairman, General Subcommittee on Education, Committee on Education and Labor, House of Representatives, Washington, D.C.

Dear Mr. Chairman: Thank you for your letter of June 21 enclosing a series of questions on the proposed decentralization and reorganization of the Office of Education. Pursuant to your subsequent letter of June 27, I am enclosing 20 copies of my responses for your information and that of the Subcommittee.

Your June 27 letter also inquires about a memorandum containing an interpretation of the continuing resolution for fiscal year 1973, which I had promised to submit to the Subcommittee on April 16. No such formal memorandum exists. However, on the question of whether the continuing resolution imposed a mandatory spending level for activities not included in the President's budget for fiscal year 1973, we were advised by the Department of Justice of their opinion that the continuing resolution as extended by P.L. 93-9 established a maximum or outer spending limit, not a fixed or mandatory one. Based on this advice from the Department of Justice, and consistent with our determination to hold total Federal outlays under $250 billion in fiscal year 1973, we proposed to follow the President's budget as submitted last January for these activities, with the exception that we allocated an additional $500,000 to the States in the fourth quarter of fiscal year 1973 to continue staff for the NDEA Title III program in order to permit the States the remainder of the fiscal year to close out this program.

I do hope that this information will be helpful to you.

Sincerely,

JOHN OTTINA,
U.S. Commissioner of Education-Designate.

Enclosures.

1. Why has there been no budget justification submitted to the Congress for the decentralization of education programs to the regional offices?

The Department's budget for FY 74 was submitted to the Appropriations Committees in January and at that time our decentralization plans had not yet been formulated. We expect that the cost of decentralization will be absorbed within the net appropriation request for salaries and expenses. If it is determined that any significant shifts between areas of classification are necessary, we would then submit a detailed reprogramming proposal to the Appropriations Committees.

2. Congress has clearly stated its intention that the U.S. Commissioner of Education should have line authority for existing U.S. Office of Education programs. Will program decisions by regional Commissioners who report to the Secretary of HEW effectively bypass the authority of the U.S. Commissioner of Education? Please supply us with any legal memoranda which have been written concerning this point.

Regional Commissioners report to the U.S. Commissioner of Education, not to the Secretary of HEW. Therefore, program decisions concerning policy involving Office of Education programs will be made by OE employees over whom the Commissioner has line authority. Section 421(a) of the General Education Provisions Act provides:

> The Commissioner is authorized to delegate any of his functions under any applicable program, except the making of regulations and the approval of State plans, to any officer or employee of the Office of Education.

Therefore, delegation by the Commissioner of authority to Regional Commissioners is fully authorized by law. The attached legal memorandum explains this point in more detail.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF THE SECRETARY,
Washington, D.C., June 25, 1973.

MEMORANDUM

To: Mr. Stephen Kurzman, Assistant Secretary for Legislation.
From: Wilmot R. Hastings, general counsel.
Subject: Your request of June 14 for an opinion on the authority of the Commissioner of Education to decentralize OE programs.

In a memorandum of June 14, you ask for our opinion on the authority of the Commissioner of Education to decentralize education programs. You indicate that in briefings of Congressional Committee staffs on the proposed decentralization of Office of Education (OE) programs by Mr. Carlucci and Dr. Ottina, a Congressional Committee staff member expressed the view that the Commissioner of Education is without statutory authority to carry out the proposed decentralization and that the proposal is prohibited by section 421(c) of the General Education Provisions Act (the Cranston Amendment).

I

A. Section 421(a) of the General Education Provisions Act (GEPA) authorizes the Commissioner of Education to delegate any of his functions under any program for which he has responsibility for administration, "* * * except the making of regulations and the approval of State plans, to any officer or employee of the Office of Education."[1] Apart from the making of regulations and the approval of State plans (functions which we understand are not intended to be decentralized) and subject to limited restrictions on delegation related to specific programs (e.g., § 512 and § 1071 of the Higher Education Act of 1965), the Commissioner is free to delegate any of his functions to any officer or employee of the Office of Education. So long as the Commissioner's delegations to the regions are made to OE officers or employees, the legal authority for such delegations is recognized in § 421(a) of GEPA.

B. With respect to special statutory restrictions related to delegation of education programs, such as §§ 512 and 1071 of the Higher Education Act of 1965 (HEA), we likewise see no bar to decentralization of OE programs. For example, section 512 of the HEA provides:

> The Director and the Deputy Director [of the Teacher Corps] shall perform such duties as are delegated to them by the Commissioner except that (1) the Commissioner may delegate his functions under this subpart [relating to the administration of the Teacher Corps Program] only to the Director, and (2) the Director and Deputy Director shall not be given any function authorized by law other than that granted by this subpart.

This language would prohibit the Commissioner of Education from delegating his functions under the indicated subpart to a Regional OE officer or employee. However, Teacher Corps functions delegated by the Commissioner to the Director of the Teacher Corps could be carried out by the Director of the Teacher Corps through employees located in the regional offices who would be accountable to him. *Jay* v. *Boyd*, 351 U.S. 345, 76 S. Ct. 919, 100 L. ed. 1242 (1956); *Papagianakis* v. *The Samos*, 186 F. 2d 257 (4th Cir. 1950), *cert denied*, 341 U.S. 921, 71 S. Ct. 741, 95 L. ed. 1354 (1951).

Similarly, vocational, occupational, and adult education functions which are prescribed by § 1071 of the HEA to be administered under the responsibility of the Bureau of Occupational and Adult Education could be carried out through regional personnal who would, in administering such functions, be accountable to the Deputy Commissioner heading the Bureau.

II

A. With the possible exception of § 421(c)(2)(B), we see no provision of the Cranston Amendment which might be read to forbid decentralization of education programs. Section 421(c)(2)(B) of the General Education Provisions Act provides:

> There shall be no limitation on the use of funds appropriated to carry out any applicable program other than limitations imposed by the law authorizing the appropriation or a law controlling the administration of such program; *nor shall any funds appropriated to carry out an applicable program be allotted, apportioned, allocated, or otherwise distributed in any manner or by any method different from that specified in the law authorizing the appropriation.* (Italic supplied).

If, in order to implement the regionalization or decentralization of a project grant program, *firm* geographic allocations are made (1) which are different from those specified in the law authorizing the program or (2) where no geographic allocation is provided for in the authorizing statute, such allocations would appear to contravene the above-quoted Cranston Amendment proscription. The effect of such allocations would be to create regional competitions in which applicants might be prejudiced by the allocation level and by the degree of competitiveness for funds within the region.

B. As we understand it, most of the education programs slated for decentralization involve statutes which provide for allocation of funds or services by formula among the States. Examples include programs under Title II, ESEA, the Vocational Education Act, the Adult Education Act, the Library Services and Construction Act, and Titles I, IV (Parts A–2 and C), and V (Parts B–1 and F) of the Higher Education Act of 1965 (HEA). With regard to these programs, there would be no need for a regional allocation to carry out decentralization of programs; funds would have to be allocated among the States in accordance with the statutory formulas.

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[1] In describing what is now section 421(a), the Senate Committee on Labor and Public Welfare specifically alluded only to a prohibition against regionalization of State plan approval and review, while at the same time observing that a hoped-for strengthening of the Office of Education and of the State educational agencies would obviate the need for regionalization and that the appropriate role for the regions should be in the dissemination and technical assistance areas. (S. Rept. No. 634, 91st Cong. 2d sess. 79–80 (1970)).

C. Where no geographic allocation is provided for in the authorizing statute, it may be possible to sustain *tentative* regional allocations if such allocations are based upon estimates of how funds will ultimately be distributed according to the pertinent statutory factors and if there is flexibility to shift funds between regions in response to the varying needs for program funds documented in applications for such funds. On this basis, approval and ultimate funding of applications would be based upon evaluation of the projects proposed, as determined in accordance with national criteria set forth in regulations of the Commissioner. Geographic factors would play a role in the project approval process only to the extent that the governing statute expressly or implicitly made such factors a relevant consideration.[2]

In short, the tentative allocations would serve only as a framework to provide regional reviewers with a "ballpark" notion of fund availability based upon an estimate of how funds will be distributed according to statutory factors; such tentative allocations would not constitute a fixed formula for securing to a region an assurance of a given level of funds regardless of the relative quality of the projects submitted or the relative need for project assistance.

Although we would not regard § 421(c)(2)(B) of the GEPA as a bar to the use of tentative allocations in the decentralization process as described above, it will be necessary to develop mechanisms to ensure compliance with the above-described principels so that projects are awarded only on the basis of factors provided in the pertinent authorizing statute, and not on the basis of geographic location of the applicant where geographic distribution is not a statutory basis for funding decisions. We shall be happy to provide assistance in developing such mechanisms for the particular programs involved.

3. President Nixon has stated his intention to "expand State and local control over basic education decisions." Will expansion of the Federal bureaucracy into regional offices increase Federal control over State and local decision-making?

The HEW decentralization program is in full accord with President Nixon's stated intention to expand State and local control over basic educational decisions. The HEW decentralization process will not add to the Federal bureaucracy or increase Federal control. Rather it will transfer administrative and program authority now held with the Department in Washington to the appropriate HEW field representatives.

Decentralization is seen by the President as essential if officials in the field are to be able to take swift and decisive action on administrative and programmatic matters. By putting greater authority in the Office of the Regional Commissioner, federal decision making in the area of education is brought closer to State and local officials. This proximity has proven in all decentralization efforts to heighten the awareness of federal officials to State and local needs, thereby improving federal responsiveness.

4. The Federal share of total spending for elementary and secondary education is now less than 7% and the Administration has proposed further decreases. How can the expansion of administration into the regional offices be justified while program expenditures by the Federal Government are decreasing?

I should note that Salaries and Expenses accounts have always made up a very small proportion of our budget requests, typically between 1% and 2% of the total. A minor shift in this administration account, be it an increase or a decrease, would not make an appreciable effect on the total sums awarded in program categories.

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[2] In a number of project grant-type programs, while no formula for allotment or allocation of funds is set forth in the program statute, equitable geographic distribution of the educational services or opportunities to be provided under the program is a relevant consideration. Several educational service or support authorities explicitly reflect this concern for the nationwide impact of program funds. Part D of the Education Professions Development Act, for example, provides that in awarding projects, "* * * the Commissioner shall seek to achieve an equitable geographical distribution of training opportunities throughout the Nation, taking into account the number of children in each State who are aged three to seventeen." (§ 533, HEA). Similarly, § 223 of the HEA provides with respect to Title II–B, HEA library training and research grants that the Commissioner may make a grant "only upon his finding that such program will substantially further the objective of increasing the opportunities throughout the Nation for training in librarianship." Virtually identical language appears in Part E of the EPDA. In such programs, the employment of a tentative regional allocation based upon statutory criteria may be seen to be consistent with the interest in equitable geographic distribution reflected in relevant statutory authorities.

The decentralization of OE functions into Regional Offices represents little or no significant expansion of administrative overhead for OE. However, I should emphasize we anticipate a significant increase in the quality of our administrative function. The elimination of duplicate reviews and the curtailment of excessive paper flow to and from Washington headquarters will permit both field and headquarters employees to be more productive and will increase the overall efficiency of the Department. The OE officials in the field will be able in most instances to give a yes or no answer or otherwise dispose of problems on their own authority rather than having to send all problems to headquarters. We do expect that travel costs will be reduced for both USOE and the State and local officials.

In many cases, our programs contain set asides to cover administrative costs at the State and local levels; so that total administrative costs are not properly measured by calculating Federal costs alone. The important factor is the impact of the program funds at the delivery point, and we believe this will be significantly improved by decentralization.

5. What studies have been done to show the cost-effectiveness of regional administration of Federal programs in education?

Over the past two years the Federal Assistance Streamlining Task Force has carefully examined all of the programs of the Department and has reviewed the decentralization potential of each. Analyses were made of each program and determinations made that the performance, effectiveness or the efficiency of certain program functions would be improved through regional administration.

In addition the Department has carefully reviewed the decentralization experiences of other agencies, HUD in particular, for applicability to HEW.

6. The salary and expense budget for the Assistant Secretary for Education has increased 36% since 1972 and the salary and expense budget for the U.S. Office of Education has increased 12% since 1972. Will the expansion of administration of education programs into the regional offices add further to the salary and expense cost for education at the same time that program expenditures are being cut back?

The relationship between administrative costs and program expenditure requests is discussed above under question number four. However, I should explain how certain elements of the totals for various years are not comparable, and clarify some of the factors which have caused an increase. The total Salaries and Expense (S&E) appropriation for FY 72 was $52.2 million, where the FY 74 figure in the President's budget request is $88.1 million. The FY 72 figure *includes* $3.8 million for activities now in NIE and $1.3 million for activities now in ASE. This subtotal of $5.1 million should be eliminated from the comparison. However, since FY 72 we have consolidated into S&E administrative accounts which had earlier been shown separately in connection with specific programs in our budget presentation. The now consolidated accounts had a FY 72 total of $20.9 million. We have also consolidated into S&E three other areas (72 levels): Planning and Evaluation ($10.1 million), Program Dissemination ($400,000), and Advisory Committees ($567,000). This subtotal of consolidations equals $31.9 million and should be included in the comparison.

Netting the eliminations and inclusions, the proper figure for FY 72 is $79.0 million compared to a FY request of $88.1 million, for an increase of $9.1 million. The tables below show the specific account and amounts of the consolidation, and the summary of the comparison. The comparable increase of $9.1 million is applicable to three factors: (1) effect of the pay raise for all Federal employees ($2.7 million); (2) net increase in positions, a change of 77 more positions in FY 74 than FY 72 ($2.08 million); and (3) increased costs in categories such as rent, communications, utilities, equipment, DHEW central services and travel ($4.3 million).

The last two factors deserve special comment. The net increase of 77 positions in the FY 74 budget request reflects a major increase for new programs (primarily BOG and ESAA) and a decrease for programs which were planned to be operated in a consolidated manner in the Better Schools Act proposal. As you know, our FY 74 request was formatted consistent with BSA, and therefore, did not request positions for operating those programs planned to be a part of BSA. The final factor represents increased costs of goods and services which are used in operations. The figure, which represents about a 5% change over a two year period may actually represent a decrease in purchasing power when compared to FY 72 levels.

The outcome of this analysis is that very little additional resources are actually available for FY 74. In fact, the personnel and other resources available to meet expanded responsibilities, due mainly to the Education Amendments of 1972, have actually decreased when the FY 72 figures are compared to the FY 74 request.

It is possible that decentralization will make S&E costs slightly higher than if the programs were all administered at the headquarters level. However, it is our firm belief that decentralization will result in substantially increased efficiency in administration of programs, as those Federal officials responsible for program decisions will be significantly closer to those State and local officials responsible for program administration. Responsiveness to local needs will assure that increased assistance will flow directly to elementary and secondary education programs, rather than being eaten up in administrative costs.

TABLE I.—*Summary of comparable S. & E. accounts*

USOE fiscal year 1972

Consolidated accounts	*Millions of dollars*
Salaries and expenses	52.218
Planning and evaluation	10.125
Program dissemination	.400
Advisory councils	.567
Other administrative accounts [1]	20,915
Subtotal	84.225
Adjustments (subtract):	
Activities now in NIE	−3.832
Activities now in ASE	−1.352
Subtotal	−5.184
Adjustments (add):	
Pay raise	2.700
New positions	2.079
Increased operating costs	4.298
Subtotal	9.077
Fiscal year 1972 consolidated accounts	84.2
Less: ASE and NIE	5.2
Subtotal	79.0
Add: adjustments	9.1
Total	88.1

[1] See detail on separate table following.

TABLE II—*Fiscal year 1972 administrative accounts (now consolidated into S. & E. for fiscal year 1974)*

Follow Through	$1,386,000
Career education	102,000
SAFA technical assistance	754,000
Civil rights education	5,199,000
Emergency school assistance	1,598,000
Guaranteed student loans	6,655,000
Upward bound	1,690,000
Construction, H.E. technical services	2,556,000
Environmental education	341,000
Drug abuse education	634,000
Total	20,915,000

7. There have already been severe difficulties in completing necessary grants and contracts prior to the end of the fiscal year. Will the establishment of regional administration further delay the process required for grants and contracts?

No. On the contrary, we feel that regionalization of the contract and grants operation will speed up the processing of awards. Regional contracts officers will be able to deal with the paperwork necessary in a more orderly fashion, since they will have to deal with the paper for only one region rather than the amount generated nation-wide, as is necessary when this activity is centralized at Headquarters.

Moreover, the Department is installing audit, evaluation, management information and reporting systems that will assure that the Secretary is kept informed at all times of the quality of field administration. HEW has recently created the post of Regional Comptroller. The establishment of this on-site fiscal officer, together with the already decentralized HEW Audit Agency, should improve the administration of all fiscal responsibilities in the award process.

8. There is already considerable difficulty with interpretation of guidelines for programs under ESEA Title I. Will the establishment of regional administration further confuse the interpretations of program guidelines and lead to additional unnecessary controversy over such matters as audit exceptions?

No, we do not anticipate that regional administration will confuse the interpretations of program guidelines. The formulation of policy, the development of programs, and the provision of technical guidance and assistance to the field will all remain as functions performed in Washington. Frequent meetings with Regional Directors will be conducted to assure that they are informed of Departmental objectives. Policy statements, directives, and regulations are *now* developed with full participation by field officials and are communicated to them for their guidance and implementation. These and other steps are being taken to assure that decentralization authority is exercised in a manner consistent with the policy and program guidance of the Department.

9. Why have the regional offices been used to disseminate information about the Better Schools Act before that act has in fact been passed by the Congress?

The Better Schools Act is the Department's major legislative proposal in the field of education. We would be remiss if we did not provide information concerning its provisions in response to inquiries. The regional offices have disseminated information concerning H.R. 5823, as well as information on H.R. 69 and H.R. 5163 and other bills of special interest to the educational community.

10. In the Subcommittee meeting today on regionalization and decentralization, one of your assistants asserted that many groups supported the proposed plans for regionalization and decentralization. Please provide us with a listing of such organizations.

Included among the organizations on record as supporting the concept of decentralization are the following: Council of State Governments; International City Management Association; National Association of Counties; National Governors' Conference; National League of Cities; National Legislative Conference; and U.S. Conference of Mayors.

JULY 9, 1973.

Commissioner-Designate JOHN OTTINA,
Office of Education,
Washington, D.C.

DEAR COMMISSIONER-DESIGNATE OTTINA: Thank you very much for sending me your responses to my letter of June 27th. I have reviewed these responses concerning the proposed decentralization and reorganization of the U.S. Office of Education, and I have two further questions which I would like you to answer.

My first additional question concerns your response to my initial question No. 5. In that response you say that the Federal Assistance Streamlining Task Force "has carefully examined all of the programs of the Department and has reviewed the decentralization potential of each." You state further: "Analyses were made of each program and determinations made that the performance, effectiveness or the efficiency of certain program functions would be improved through regional administration." Please supply the Subcommittee with copies of these analyses and determinations for all of the programs administered by the Commissioner of Education.

The second additional question has to do with your response to my initial question No. 10. In that response you state that seven organizations support "the concept of decentralization." Have any of the organizations which you listed in that response adopted any resolutions or policy positions specifically concerning the decentralization or regionalization of Federal education programs? If so, please provide us with copies of those resolutions dealing specifically with education programs. Could you also tell us whether any other organizations have adopted resolutions or policy positions specifically favoring the decentralization or regionalization of education programs?

Thank you again for your responses to my letter of June 27th; and I hope that you will provide me with answers to these additional questions by Monday, July 16th.

Sincerely,

CARL D. PERKINS, *Chairman.*

(Answer to question No. 1 was never submitted by the Office of Education although it was repeatedly requested.)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., July 12, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: At the June 26 hearing of the General Education Subcommittee, several members raised questions as to the support of the education community for the concept of grant consolidation.

I would like to call the attention of the committee to the resolution passed by the Education Commission of the States at its annual meeting last month, supporting consolidation of Federal education programs and urging Congress to enact such legislation prior to July 1, 1974. A copy of the resolution is enclosed.

In recent years, most of the major education associations have expressed strong support for grant consolidation. The Legislative Conference of National Organizations—including the National Education Association, the Council of Chief State School Officers, the National Association of State Boards of Education, the National Congress of Parents and Teachers, the American Association of School Administrators, and the National School Boards Association—last January urged the Administration and Congress "to explore alternatives, including general support and grant consolidation, to the present multiplicity of categorical programs." CCSSO, AASA, NASBE, and NSBA have individually passed resolutions supporting consolidation.

In statements presented before your committee this spring, the consolidation proposals embodied in the Better Schools Act were specifically endorsed by the Association of School Business Officials, the National Association of State Boards of Education, and the Education Commission of the States.

Strong support for the concept has also come from the National Governors Conference, the National Association of Manufacturers and a number of other organizations. It is our hope that Congress will recognize the need to act on this issue, and provide the simplification and consolidation of Federal programs which the education community has requested.

Sincerely,

JOHN OTTINA,
U.S. Commissioner of Education-Designate.

Enclosure.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., August 10, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: In my letter to you of July 12, I noted that "the consolidation proposals embodied in the Better Schools Act were specifically endorsed by the Association of School Business Officials, the National Association of State Boards of Education, and the Education Commission of the States" in statements presented to the General Education Subcommittee last spring.

In your response of July 30, you indicated that your staff had no record of such statements from either NASBE or ECS. I enclose copies of these statements.

NASBE's letter of April 9, sent to all members of the Committee on Education and Labor, was intended for insertion in the record of your hearings. It declared, with reference to the Better Schools Act "and any similar legislation," that "NASBE has long been in favor of both the concept of grant consolidation and the concept of revenue sharing as means for more efficient and simpler distribution of federal funds for education . . ."

Governor Dunn's statement, submitted to your committee on April 11, emphasizes ECS policy "of encouraging the consolidation of Federal grant-in-aid programs for education to permit more flexible programming at the State level, meshing Federal, State and local funds. . . . While not having had the opportunity to examine in detail all aspects of the Better Schools Act, there is much to comend the consolidation and simplification of programs which it embraces."

Since my last letter, my attention has also been called to the strong stand in favor of grants consolidation taken by the National Governors' Conference at their June meeting. Among their policy positions adopted for 1973–74 was the following:

"The Conference supports consolidation of existing federal grant-in-aid programs for education into broad functional categories, thereby increasing the ability of States and localities to design programs within broad federal policy guidelines to meet critical needs in individual States and localties, including needs of the handicapped. Such consolidation of grant-in-aid programs should recognize the need for comprehensive planning on the State level and should discourage a fragmented, overlapping program of development. Federal grant-in-aid programs should also encourage new and innovative solutions to the serious problems that face our educational systems."

I hope you will include this information in the record of your committee hearings.

Sincerely,

JOHN OTTINA,
U.S. Commissioner of Education.

NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION,
Denver, Colo., April 9, 1973.

Hon. MARVIN L. ESCH,
Committee on Education and Labor, Cannon House Office Building, Washington, D.C.

DEAR CONGRESSMAN ESCH: As President of the National Association of State Boards of Education, I wish to inform you of the views of the association members regarding the proposed *Better Schools Act* and any similar legislation. I regret that I am unable to testify before the Committee on Education and Labor but urgent personal business prevents me from coming to Washington, D.C. at the present.

NASBE has long been in favor of both the concept of grant consolidation and of the concept of revenue sharing as means for more efficient and simpler distribution of federal funds for education. As everyone knows, the plethora of procedures for application for federal funds and the myriad of federal agencies responsible for various aspects of educational monies make acquisition needlessly complicated and administratively wasteful.

As in the proposed *Better Schools Act*, NASBE feels it important that federal funds for elementary and secondary education be distributed and administered by the legally designated bodies responsible for education in the states and territories. In most cases the state boards of education would be thus designated. NASBE also prefers any advisory boards established by federal funding bills for education to be advisory to the state boards and state departments of education.

We realize that many adjustments in both state and federal agencies will be necessitated by grant consolidation measures. Therefore, it is important for any such bills to provide for adequate transition, organizationally and financially, to the end that undue hardships will be prevented.

In summary I wish to say that NASBE stands ready to aid the Congress and the administration in their endeavors to add to federal funding for schools and in the difficult attempts to simplify procedures through grant consolidation.

Very sincerely,

VIRIA R. KROTZ,
President, For the Board of Directors.

STATEMENT OF HON. WINFIELD DUNN, GOVERNOR OF TENNESSEE AND CHAIRMAN OF THE EDUCATION COMMISSION OF THE STATES

Mr. Chairman, I am submitting this statement to you on behalf of the Education Commission of the States, of which I am currently serving as Chairman. These comments are also fully consistent with my views as Governor of Tennessee, and I hope that they will be given consideration by the Committee during your deliberations.

First, I wish to apologize for not appearing personally before the Committee. Problems of scheduling simply made it impossible at this time, and I hope you will not regard the submission of a written statement as any sign of a lack of interest in the issues involved.

Your Committee has before it a number of bills of major importance for elementary and secondary education in this country. Among these are H.R. 69, which would extend with minor modifications, the Elementary and Secondary Education Act, and H.R. 5823, the Better Schools Act of 1973, submitted by the Administration.

Many of the issues in these bills turn on the capacity and initiative of the States to manage educational programs. Indeed, State government is increasingly the pivotal unit in the governmental chain which ends with the teacher and students in a classroom. In recognition of the primary constitutional and political responsibility of the States for public education, the Education Commission of the States was established by Interstate Compact in 1966 for the primary purpose of assisting in the improvement of education and the reform of State and local educational institutions. Each of our 46 Member States and Territories has seven representatives on the Commission, including the Governor, two State legislators, school officials and public representatives. The work of the Commission is addressed to the achievement of educational improvement and reform *through initiatives at the state and local level,* to the maximum extent possible.

Through the work of many committees, task forces and policy groups over the years since its formation, ECS has addressed the vexing and controversial issues of the relationship between the Federal Government and States and local political responsibility of the States for public education, the Education Com- educational agencies. While Federal support is only approximately 7% of total public spending for education, it is a critical 7% and often has produced the means for valuable experimentation and reform. Through Title I of ESEA, it has allowed the initiation of remedial programs which were often beyond the financial capacity of local districts. A fair assessment of ESEA—from a State and local point of view—must produce the conclusion that this legislation has had a very positive impact on American education. It is beyond debate that Federal support for elementary and secondary education should continue. Rather, the attention of the educational community, public officials at all levels and your Committee in particular should be focused on the means by which this assistance should be provided to get the greatest mileage from the money.

Because of our belief that innovative and effective educational planning cannot be produced by Federal guidelines, ECS early adopted the policy of encouraging the consolidation of Federal grant-in-aid programs for education to permit more flexible programming at the State level, meshing Federal, State and local funds. We believe that the delineation of relatively narrow categories of Federal funds for elementary and secondary education leads to distortions at the State and local levels, and the preparation of extensive plans to obtain the funds in each category is increasingly wasteful and unnecessary.

A number of recent developments make the need for simplification and consolidation of Federal assistance for elementary and secondary education increasingly more critical. Among these are the trend toward primary State government responsibility for financing public education. This is a movement which began long before the *Serrano* and *Rodriguez* cases and will continue—with all possible encouragement of ECS—despite the recent reversal of *Rodriguez* by the United States Supreme Court.

In response to public concern, State administrations and legislatures across the country are taking new initiatives to meet the problem of special education, vocational training, bilingual students, early childhood education, consolidation of local educational units and the special problems of minorities and the educationally disadvantaged. In many of these areas, Federal assistance has been extremely beneficial, not only in terms of the money provided, but also by establishment of national goals and priorities by the Congress. It is, however, the responsibility of States and local educational agencies to try to achieve these goals at the operating level, and this task is going forward.

Major new demands are being placed on our educational system. All of these are focused on State government, and all of them require money. Equalization is nothing less than a financial revolution in the States. It is right and just, but that doesn't make it easy. New judicial and political decisions are expanding just demands for special education, supplementary services and a variety of innovations geared to the needs of the disadvantaged. These issues are coming home to roost in State Capitals. We will meet them, but we need help. Every dollar available to meet these needs must be put to maximum use and must be programmed to reflect current priorities at the operating level.

The burden of meeting these tasks should not be complicated by the unnecessarily complex Federal requirements which currently attach to Federal assistance under ESEA. Accordingly, I would urge, as you consider the legislation before your Committee, that you make every possible effort to provide greater latitude and flexibility for State administration of Federal financial assistance.

While not having had the opportunity to examine in detail all aspects of the Better Schools Act, there is much to commend the consolidation and simplification of programs which it embraces. The stated objectives of ESEA and the Better Schools Act are virtually the same. What is different is the degree of categorization and Federal control.

Whatever course is taken with respect to any bill, one thing is certain—the issues at present are clouded. Secretary Weinberger has stated that the Administration bill is not designed to produce more money. In this regard, he is quite correct. While H.R. 5823 does not itself deal with levels of funding, an appraisal of it, coupled with the FY 1974 budget, reveals clearly that there would be less Federal money for elementary and secondary education. The budget reductions, compounded by the forces of inflation, mean a substantial loss to elementary and secondary education in terms of absolute dollars and financing power.

I would suggest to you that the issues of grant consolidation and funding levels are closely related. So long as the funds budgeted for elementary and secondary education are reduced or held constant, increased flexibility in administration at the State level will be strongly opposed by those with interests in the present categorical system. Accordingly, we urge that additional funding for elementary and secondary education be provided in an amount at least sufficient to offset the cuts made by the budget and provide for the effects of inflation. Given an adequate level of funding, the increased flexibility of broadened categories of assistance would significantly increase the effectiveness of the Federal dollars.

We believe there is room for accommodation on these issues I would be pleased to arrange for the professional staff of ECS to meet with the Committee staff to assist in developing the alternatives. Further, I would be pleased to arrange for some of my fellow Governors to participate in exploring these matters with the Committee.

I hope these observations are helpful. They are prompted only by concern for the ultimate objective of all of us—a good education for every child in America.

[Additional letter referred to by Chairman Perkins follows:]

COUNCIL OF CHIEF STATE SCHOOL OFFICERS,
Washington, D.C., July 13, 1973.

Hon. CARL D. PERKINS,
Rayburn House Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for information regarding the positions of the major education organizations with regard to the question of regionalization of education programs within the Department of Health, Education and Welfare.

In May of 1973, in testimony before the House Appropriations Subcommittee on Labor/Health, Education and Welfare, the Council of Chief State School Officers, the National Education Association, and the National School Boards Association specifically stated the unqualified opposition of their individual organizations to the plans within HEW to decentralize Office of Education functions to HEW regional offices around the country. This most recent testimony is consistent with previous statements and resolutions of these organizations and with previous testimony before other committees of the Congress.

Sincerely,

BYRON W. HANSFORD,
Executive Secretary.

[The following are further questions submitted by Chairman Perkins to Dr. Ottina.]

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., August 6, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Thank you for your patience in awaiting the answers to the set of questions which accompanied your letter of June 18, 1973.

The enclosed answers, along with my letter of July 6, provide a complete response to your June 18 letter.

Sincerely,

JOHN OTTINA,
U.S. Commissioner of Education-designate.

Enclosure.

QUESTIONS TO BE ANSWERED BY DR. OTTINA FROM CONGRESSMAN CARL PERKINS

1. The January 29, 1973 HEW budget document suggests that State and local funds be used to pick up the most promising of the public library programs now supported by the Library Services and Construction Act.

Question 1a. Do you believe that you gave the States sufficient warning of your plan to terminate these programs, by making this announcement on January 29, 1973?

Answer. Since fiscal year 1970, the President's budget request for library programs has reflected the Administration's belief that although libraries contribute significantly to American education their funding priority must rank lower than that accorded more direct educational programs. Even though total termination may not have been anticipated by the States for fiscal year 1974, the low priority accorded library programs could be seen in the lack of a request for funding of the public library construction program since fiscal year 1970.

Question 1b. What do you consider adequate lead time for the States to pick up these programs: (That is, how much time do you think the States need in order to plan and implement take-over of these library programs?)

Answer. The ability of the States to assume the funding previously absorbed by the Federal government would differ from State to State. All but 13 of the States now have enabling legislation authorizing them to fund local public libraries. These grant-in-aid programs or other subsidies range widely in amounts from a high of over $15,000,000 to a low of under $10,000. Some States, which have no enabling legislation, have indicated that their programs would be continued in part by State funds.

Question 1c. In how many States was the State budget for fiscal year 1974 already completed and formally presented by the Governor prior to January 29, when the President sent his fiscal year 1974 budget recommendations to Congress?

Answer. Forty-seven State legislative bodies (including Puerto Rico) met in January 1973 and received from their Governors, budget recomendations for fiscal year 1974 or for biennium of fiscal year 1974 and fiscal year 1975. These budget recommendations had been developed prior to January 1973.

Three States had legislative meetings in May or June 1973. One State legislature (Kentucky) did not convene in fiscal year 1973.

Question 2. What is your explanation for ignoring the intent of Congress by withholding over half of the fiscal year 1973 appropriation for the Library Services and Construction Act? We appropriated $84.5 million for this program but you are releasing only some $32 million. What is your explanation and legal justification for withholding these funds?

Question 3. The same is true of the school library program authorized by Title II of the Elementary and Secondary Education Act. We appropriated $100 million for fiscal year 1973. You are releasing only $90 million. Why is this?

Answer 2 and 3. On the question of whether the 1973 Continuing Resolution imposes a mandatory spending level for these activities, we were advised by the Department of Justice of their opinion that the Continuing Resolution as extended by H.J. Res. 345 establishes a maximum or outer spending limit, not a fixed or mandatory one. Based on this advice and consistent with our efforts to hold total Federal outlays under $250 billion in fiscal year 1973, we proposed to follow the President's budget as submitted last January.

There are a number of cases currently in litigation in the courts in which extensive briefs have been filed on behalf of the Government setting forth in detail the legal justification for the spending determinations made in fiscal year 1973.

Question 4. How many people will lose their jobs if we eliminate the following programs, as you recommend? Library Services and Construction Act; Elementary and Secondary Education Act, Title II; Higher Education Act, Title II; National Defense Education Act, Title III; and Higher Education Act, Title VI.

Please supply a State-by-State listing of the number of people who will be out of work if all these programs are terminated on June 30, as you recommend.

Answer. Salaries and wages are allowable items under LSCA, ESEA II and NDEA III. No salaries are paid from HEA VI–A or HEA II–A. Salaries paid under HEA II–B are for the duration of a particular project.

It is difficult to determine how the loss of direct Federal aid will affect individual jobs at the State and local level. State-by-State figures on shifting in functions and people are imprecise.

Federal funds support a portion of the personnel compensation for approximately 292 professionals and 236 non-professional positions who administer NDEA III and 315 positions who administer ESEA II at the various State Educational Agencies. No salaries are supported at the local level under NDEA III and only minimal amounts under ESEA II. It is hoped that with the shifting of Federal funding priorities, these positions will be utilized in other priority areas.

About 50 percent of the Federal dollars appropriated under LSCA support in part compensation for approximately 682 positions at the various States agencies and about 1,600 positions at the local levels. Many States have enabling legislation to maintain these positions and it is anticipated that the States and localities will continue to maintain sufficient staff to provide quality library services.

Question 5. The fiscal year 1974 Budget suggests that States and localities may use their general revenue sharing entitlements to carry on public library programs now supported by the Library Services and Construction Act?

Question 5a. Is it your opinion that general revenue sharing was designed to replace existing categorical programs such as the Library Services and Construction Act?

Answer. General Revenue Sharing was designed to allow the States and localities flexibility in determining their relative needs. It was not specifically designed to replace any existing Federal program. It was suggested that libraries might be one of several programs for which general revenue sharing could be spent.

Question 5b. Are you aware of President Nixon's message to Congress on general revenue sharing as it affects existing categorical aid programs? In his 1971 Message to Congress Relative to Revenue Sharing (H. Doc. 92–44, page 5), he recommended a general revenue sharing program of approximately $5 billion during the first full year of operation. All of this would be new money, he said. It would not be transferred from existing programs.

Answer. Our policies are in line with the President's message. The decision to terminate the library program was not an easy one. But in order to maintain a reasonable Federal expenditure level and meet national priorities, tough, hard decisions had to be made. One decision was to set aside low priority programs.

Question 5c. Can you supply for the record a State-by-State rundown on how much general revenue sharing money local governments have committed to library services, up to this point in time?

Preliminary Data as of May 8, 1973

State:	(In thousands of dollars)
Alabama	573
Arkansas	157
California	1,575
Connecticut	86
Delaware	5
District of Columbia	50
Florida	50
Idaho	129
Illinois	1,095
Kansas	73
Kentucky	200
Louisiana	576
Michigan	1,064
Minnesota	655
Mississippi	806
Missouri	82
Montana	107
Nebraska	66
Nevada	41
New York	47
North Carolina	20
Ohio	163
Oklahoma	267
Oregon	850
Pennsylvania	272
Rhode Island	29
South Carolina	49
Tennessee	305
Texas	1,371
Utah	440
Virginia	667
Washington	389
West Virginia	135
Wyoming	81
Total	12,475

Question 5d. Please explain why you are recommending we abandon the Library Services and Construction Act, which is authorized through 1976, before we have any kind of accurate assessment about the effect of general revenue sharing on libraries?

Answer. While the authority enacted in fiscal year 1971 does run through fiscal year 1976, budget decisions for the current year must be made in light of 1974 fiscal constraints and the more pressing needs for Federal support to education in other areas. The rationale for not requesting funds for the various library programs was not based upon availability of general revenue sharing funds, per se.

Question 5e. Legal questions have arisen in the number of States, such as Missouri, and Ohio, about the eligibility of public libraries for general revenue sharing. Apparently many public libraries are being ruled ineligible for the funds, for various reasons. What is the status of such legal questions? How many States are affected?

Answer. Although the majority of public libraries are financed in part by municipal or county governments, both are eligible units of government under general revenue sharing. There are, however, about 400 special library districts in ten States. The North Central area has most of these districts with over half in Indiana and most of the others in Missouri, Illinois, and Ohio. These districts which expend about 6 percent of the total State and local expenditures for libraries are not eligible as units of government for revenue sharing.

Question 5f. How much money do you estimate that the States are going to be able to recover for library programs from general revenue sharing?

Answer. To date limited information is available on the expenditure of general revenue sharing funds. We do have some very preliminary reports from the States as of May 8, 1973. These figures indicate that in 34 States, 220 local libraries have requested and will receive about $12,475,000 in general revenue funds. These figures are preliminary, and it is too early to project how the general revenue sharing funds will be distributed among the various categories.

Question 5g. The Library Services and Construction Act supports library service in the outlying territories. Please explain your recommendation that we abandon our commitment to assist the territories.

Answer. The decision to terminate the LSCA program was not based upon the enactment of general revenue sharing, per se; therefore, no distinction was made regarding territories as opposed to the States. We have, however, held a series of discussions with the Department of Interior in an effort to seek some relief for the territories.

Chairman PERKINS. We can go on an hour here just beating the devil around the bush, but let me ask you again a question that I asked a few moments ago, and then the other members want to ask some questions also.

Assuming we pass this continuing resolution today and the Senate passes the same continuing resolution—which provides funds for "b" children in the impact aid program and the maintenance and operation program providing funds for the libraries—and it is funded at the 1972 level, and it authorizes you to fund those programs at the 1972 level, are you going to fund those programs under this continuing resolution? We're assuming, of course, that the President signs the continuing resolution. I will make that our change in my question.

Mr. CARLUCCI. Once again that is a Presidential decision, and I can't make a commitment on that. The decision that has to be made in light of the continuing resolution has to be made after consideration of budget resolutions and after consultation, and I would be very much out of line if I gave an opinion to you here.

Chairman PERKINS. I have here an excellent report which I would like to have included in the record at the end of today's hearing. It was prepared by Mr. George Madaus and Mr. Richard F. Elmore of the Harvard Graduate School of Education and the Huron Institute at Cambridge, Mass. It is entitled "Allocation of Federal Compensatory Education Funds on the Basis of Pupil Achievement Test Performance." Because I feel it is such an outstanding piece of work, I want to share it with my colleagues on the committee.

Mr. Peyser, go ahead.

Mr. PEYSER. Thank you, Mr. Chairman.

First, I would like to welcome the Secretary here this morning, and Dr. Ottina.

I have had the pleasure of working with the Secretary before on numerous occasions, and frankly, I know of no one more dedicated and willing to fight for what he believes in. I am delighted that he is here.

Before we move to the question of regionalization, I do just want to touch once more on this question of Dr. Ottina's letter and the telegram that he sent to the Commissioners. The telegram he sent to the Commissioners, and I have a copy of one here, says:

> Knowing the problems you face due to the lack of final determination of fiscal 1974 appropriations, be advised for planning purposes you may assume continuing Federal funding for Elementary and Secondary Education at levels identical

with totals requested in the President's budget for the Better Schools Act. Explanatory table and letter to follow.

Then the table and letter followed. You are familiar with the letter and table sent out showing these funds.

I now understand, after conversations with the Department--and I trust you would correct me on this if I am wrong—that the intent of the telegram and of the letter was not to tell State commissioners of education that you were planning to drop the various programs such as libraries and the ESEA title V, impact "B," all of which had been deleted from the budget breakdown sent by Dr. Ottina.

I assume that what really should have been said here is that this was your plans barring congressional action is to the contrary. This letter proved to be very misleading, and in my own State of New York, Commissioner Nyquist immediately called me and said he was deeply concerned and that he had talked to several other commissioners of education and they all felt this was an announcement of the termination of these programs.

That, I hope, is not the intent.

I hope this was meant as something helpful, but with a broad question mark that should have been attached to it.

Would you care to comment on that, so we can have some clarification?

Dr. OTTINA. Mr. Peyser, I think we would both like to comment on the question you raised.

Certainly this letter was never meant to be a definitive statement in terms of what would occur in 1974.

It seems to me, however, that the administration has the obligation of informing those in the field of what it is recommending to Congress, even though it may bear in some cases the deletion of current programs. They need to be advised, I feel, of that recommendation that is being made to Congress.

This letter was intended to inform them of what the administration was indeed recommending, including in some areas a recommendation to Congress not to continue funding that program.

Subsequently, the 50 Chiefs representing the various States met in Washington. It happened to be about 2 or 3 days after they received this letter, and I spent about an hour and a half discussing this letter with representatives, the Chiefs themselves in many cases, of the 50 States.

I believe they understood through these verbal conversations what the intent was.

Mr. PEYSER. I appreciate that for the record, and I take it that this is your final statement as to what the intent was, and that this was merely as a guide to what might happen.

I would only like to suggest at this time, Dr. Ottina—I don't want to beat a dead horse on this—that this type of communication, in the future, should be avoided, because it brings about an awful lot of unnecessary concern and spinning of wheels.

I would like to move on from that point with the assumption the Department of Education is going to go ahead with whatever programs the Congress is going to come up with in the Elementary and Secondary Education Act, and that these will be carried out, as is the intent of the Congress.

I would like to move on very briefly——

Mr. **Carlucci**. May I interrupt at that point?

We do regret any confusion that might have been caused by this letter. We were trying to be helpful because the administration up to that point had insisted on the Better Schools Act as the budgetary basis for fiscal year 1974.

As a result of conversations we had with the leadership, we had agreed that within the budget totals the Congress might wish to reallocate some of the funds to different programs.

What we were sending was a signal, and we hoped to do it before the school year ended so the school districts would know where they stood in terms of hiring teachers, and so forth, what financial resources they would have.

We hoped to send a signal that said, "Look, the administration's position has altered. We have not given up the idea of the Better Schools Act. We are going to push for enactment of its basic features. But, for the moment, your planning should be within the context of these overall budget totals."

We did intend the letter to be helpful.

Mr. **Peyser**. One question on regionalization and I will relinquish this back to the Chairman.

In your statement, Mr. Secretary, in the HEW News Letter of April 1973, you speak of the decentralization with the headquarters, meaning, I assume, Washington headquarters, maintaining policy leadership. You said that policy headquarters staff will be looking for leadership in the regional divisions in the areas of development of programs, the provision of technical guidance, assistance in the field, and centralization of evaluation efforts.

Frankly, I think this is essential. I don't in any way mean to be picking at Dr. Evans, but in his testimony I did not get the feeling that headquarters would retain nearly as much control on the decentralization effort as you maintain it will retain.

We had some discussion on it, but the testimony stated centralization would be in the regions. I asked at that time, if a real problem develops and a Congressman calls the Washington OE, if he will be told to go back to the regional office and discuss it?

At that point, Dr. Evans said that, if a congressional inquiry was made, they would somehow work it out down in Washington.

I would like to clarify how you see this as what some of us were led to believe was the intent.

Mr. **Carlucci**. It was not ever our intent to decentralize the policymaking functions of the Department. We are accountable to the Congress for policy. We are talking of decentralizing those functions we think can best be performed in the field. technical assistance functions, sign off on particular grant applications.

We think that you, as a Congressman, would get better attention out of a regional office that might have to worry only about a hundred Congressmen than an Under Secretary worrying about 435.

We had a case the other day where a regional office was willing to fund a project at a level higher than Washington was willing to fund. I think, by and large, you will find regional offices are very responsive on regional grant cases.

There is always a route of appeal, just as there is a route of appeal now if you are not satisfied with what the GS-15 and OE decided on a particular grant.

You can call Dr. Ottina, Dr. Marland, or myself, and we will look into the situation, whether it is here at headquarters or in the field That is our basic responsibility. Certainly there will be continuing access to Members of Congress at the higher levels here in Washington.

We would also hope you would have good relations with regional offices. We feel in many cases those regional offices are more aware of what is going on in your district than we are and may be more responsive.

Dr. OTTINA. May I respond to one element in what the Secretary stated?

In terms of delineation of policy from headquarters to the region, let me take a specific item in which it is our practice in the Office of Education in administering any program.

We have something we call regulations printed in the Federal Register, and those regulations state very definitely the policy that is to be followed. It is our intent, in 100 percent of the cases we are talking about, that those regulations be formulated in Washington, published in Washington, and apply to the regions. I think that is a very definite and concrete way of saying policy remains in Washington.

Mr. PEYSER. Thank you, Mr. Chairman.

Mr. BRADEMAS [presiding]. Mr. Meeds.

Mr. MEEDS. Thank you, Mr. Chairman.

I want to get one thing perfectly clear before we go too far. Are you speaking for the Secretary of HEW this morning?

Mr. CARLUCCI. Yes.

Mr. MEEDS. He is fully bound by what you are saying?

Mr. CARLUCCI. Yes.

Mr. MEEDS. And the administration is bound by what you are saying?

I am sure you know why I am asking the question. We recently had a situation with you which was very satisfactory in your interpretation of legal services and what was acceptable and what was not acceptable.

I thought your interpretation of that was very satisfactory but it turned out not to be administration's interpretation at the White House and a lot of things occurred.

Are you saying exactly what the administration means with regard to decentralization and are you sure that will be followed out or will it be more strictly construed after you leave here?

Mr. CARLUCCI. I can speak with full authority on this issue. But since you raise the other issue I would like to clarify the record.

Mr. MEEDS. Please do.

Mr. CARLUCCI. I did have discussions on legal services with various members of this committee and members of the staff. I believe your staff was represented.

Mr. MEEDS. Yes.

Mr. CARLUCCI. As we went over the various provisions, there were a number of provisions I did agree to. There were a number of others I said I would have to look at ad referendum.

I also indicated to the group—I was specific in this and Mr. Erlenborn picked up the phrase—that we were approaching the point where we might reach a critical point where it would be difficult for the administration and Members of Congress to accept the changes that were being made and I referred specifically, as I recall, to a provision in the bill on prohibiting legal assistance to minors.

We were at that point in the discussion.

I subsequently had discussions with Congressman Quie and with Congressman Steiger.

Mr. **Meeds**. Was that before or after the committee passed the bill out, the full committee?

Mr. **Carlucci**. I think I had discussions both before and after and at no time did I ever commit the administration to the bill. What I said was that I thought most of the changes were reasonable and they were the kind of changes I was prepared to argue for when the bill came down but I was not in a position to commit the administration.

Mr. **Meeds**. Who made the final decision on that then? They weren't acceptable when you thought they were and you were prepared to argue for them.

Mr. **Carlucci**. I am not aware that such a "decision", was made. We had various discussions and, indeed, some of the changes that were in the committee bill have emerged in the House-passed bill.

Mr. **Meeds**. I don't want to take the committee's time but evidently you were not a very effective advocate for your position, which incidentally I thought was very reasonable, as a matter of fact I wish there were more people like you in the administration.

You evidently were not very effective as an advocate for those positions because almost none of them prevailed.

Mr. **Carlucci**. In the matter of substance, I don't agree. I think a lot of the changes the committee made are still in that bill. Some of the changes that were introduced do not modify the committee bill to the degree that it is damaging to the corporation concept.

Mr. **Meeds**. I am delighted you can still recognize it.

I would just like to ask a couple of questions about the decentralization proposal. First of all, Mr. Carlucci, is it your feeling that in the event that revenue sharing, educational revenue sharing, or better schools type legislation, were passed by the Congress, that the decentralization which you are now advancing would more effectively deal with it than the present structure you have?

Mr. **Carlucci**. Yes, I think the advantages of decentralization would exist whether or not we have some consolidation along the lines of education revenue sharing, Better Schools Act, however you might phrase it.

The big advantage of decentralization is that it can improve communications between the Federal officials and the State officials who have to, in the last analysis, administer these programs.

Mr. **Meeds**. Would it make the administration of say, the Better Schools Act more efficient than the present system?

Mr. **Carlucci**. I think it would because under the Better Schools Act essentially the Federal role would be one of auditing to make sure the laws are enforced, providing technical assistance and general guidance with the actual decisionmaking in the hands of State officials and local school boards.

This is a function that can be very adequately handled by the regional offices and I think it would represent an improvement.

Mr. MEEDS. Then how do you expect to achieve the cut in personnel which the Secretary told this committee would be achieved when he appeared here some time ago if the better schools legislation was adopted? Doesn't this increase your staff? Doesn't it increase, as the Chairman said, the bureaucracy? I don't use that word in a bad sense at all.

Mr. CARLUCCI. When we are decentralizing, we move people out of Washington and eliminate a layer. What you have right now is a situation where applications flow through two layers, the regional office where there is little authority and into Washington where somebody makes a decision.

We are going to move the people from Washington to the region, and the decision will be made there.

Mr. MEEDS. Get them out into the battlement, in other words.

Then what is happening is you are going to be reducing your Washington, D.C., staff, is that correct?

Mr. CARLUCCI. That is correct.

Mr. MEEDS. By how many people?

Dr. OTTINA. By the commensurate number increased in the region.

Mr. MEEDS. 412?

Dr. OTTINA. I don't recall that number, it is——

Mr. EVANS. I think there may be a little confusion in the discussion. Mr. Meeds may be asking about the reduction as a result of the Better Schools Act.

Mr. MEEDS. That is correct.

Mr. EVANS. The reduction is, I believe, 300-some positions.

Mr. MEEDS. The testimony by the Secretary was 295.

Dr. OTTINA. That is correct, 295 as a result of the Better Schools Act.

Mr. CARLUCCI. Some people can be reduced whether in Washington or in the field.

Mr. MEEDS. So instead of reducing the staff, you are moving it from Washington to the field.

Mr. CARLUCCI. That is correct.

Mr. MEEDS. You don't anticipate any reduction in the staff at all?

Dr. OTTINA. We don't in our present plans. The earlier document referred to by the Chairman in terms of the House did not exactly allow a very clear interpretation of what the House intended our staff should be. Couched with that proviso, we don't intend any reduction in staff.

Mr. MEEDS. Indeed an increase because, if the figures that Dr. Evans gave us are correct, you are losing 357 from the headquarters, or head office staff.

Dr. OTTINA. That is correct.

Mr. MEEDS. And picking up 472 in the regions?

Dr. OTTINA. That is the additional staff at the regional office.

Mr. EVANS. That is not an increase in any way associated with regionalization. That is an increase that comes about as a result of the recent passage of new programs and responsibilities, particularly the emergency school program and the basic opportunity program. That is why it is higher than the 1973 totals. There is a breakdown as to how many in the regions and how many in Washington that is not lost or a gain but a transfer to the regions.

Dr. Ottina. Earlier in discussion, we were talking about the role of the regional offices and the benefits that might be gained. In particular, I had been referring to some testimony before Senators Buckley, Domenici, and Biden in June 1973 by representatives of the New York State schools in which this occurred after the flood from Agnes——

> Enter the forces of the Federal Government, only this time it was not the U.S. Cavalry but the Office of Education sent its disaster team a week after the floods. These men together with representatives of the New York State Education Department began work immediately in damage assessment, tramping with us through our mud-filled classrooms, crawling through the basements of our caved-in buildings, helping us assess the nature and extent of our disaster.
>
> Our applications under Public Law 81–874 were forwarded to Washington with very little delay. In one month we received tentative approval of, followed closely by, an actual 50 percent of funds requested.

This is the type of thing we think we can do locally that is difficult to achieve from a national level.

Mr. Meeds. I don't know that I object to regionalization. It may be a good thing.

One more question, if I may, or a series of questions on the same thing.

Well, first, I will ask this question: Do you consider this to be a rather substantial shift, a policy change, or a very slight change?

Mr. Carlucci. We don't consider this to be any kind of policy change. The President directed on March 27, 1969, when he launched the Federal assistance review program, that the Federal agencies decentralize their operations.

Many, or all, of the Federal agencies have moved ahead to one degree or another.

Mr. Meeds. Some of the people who are shifted out from Washington, D.C., to Podunk, N.C., might consider it a shift in policy, don't you think?

Mr. Carlucci. These people have been moving from Washington, D.C., to Podunk, N.C., for 4 years.

Mr. Meeds. This program and policy has been being carried out now for 4 years?

Mr. Carlucci. That is correct.

Mr. Meeds. It's almost completed now.

Mr. Carlucci. Well, let me be very honest, HEW lagged behind some of the other departments in implementing this policy. A lot has been done, but Secretary Weinberger and I think this process can be accelerated to the advantage of the recipients of HEW services.

Mr. Meeds. Generally, this type of policy change is premised on a study, like legal services were recommended by the Ash Commission, the President's Commission, and some other things. What Commission recommended this decentralization and regionalization, whatever you want to call it?

Mr. Carlucci. There has been in existence for the past 4 years something called a Federal Assistance Review Task Force.

Mr. Meeds. That is an in-house organization you and I are aware of, and we have used it in the Seattle region, have we not?

Mr. **Carlucci**. That is correct.

Mr. **Meeds**. What Commission or what independent study has recommended it?

Mr. **Carlucci**. I would like to leave the record open on that. I don't know offhand, but I wouldn't preclude a Commission such as the Hyman Commission or the Ash Commission. In fact, the Ash Commission did essentially adopt the decentralization concept as a central point in the departmental reorganization that it put forward for the four new departments. Decentralization runs through all the reorganization bills sent up to the Congress.

Mr. **Meeds**. If you know, how did the chief State school officers react to this concept?

Mr. **Carlucci**. I think its fair to say their official position is opposed to the concept. I think some are more receptive to listening to our point of view than others. Some choose not to listen to our point of view.

Mr. **Meeds**. Did you have any hearings, is there written testimony on people who support it and those who don't support it?

Mr. **Carlucci**. There is a letter we have from the chief State school officers. I met myself and discussed decentralization with them about 2 weeks ago.

I welcomed their input. I told them their input would be very welcome in the decisions that we are making.

Let me stress what I said earlier. If it doesn't make sense in terms of program effectiveness to decentralize an individual program, I don't want to do it. I so indicated to the chief State school officers.

In fact, I offered to meet with the "Big 6." They indicated that a meeting at this time would apparently not be convenient to them. They seemed to be concerned that a meeting with me would result in interpretations that would be "Deleterious to our cause."

But I stand ready to meet with any of the education groups to discuss this at any time. I might also add that we have worked in the whole decentralization effort with a number of the public interest groups and with your permission, Mr. Chairman, I have a letter to the President from the Council of State Governments, International City Management Association, National Association of Counties, National Governors Conference, National League of Cities, National Legislative Conference, and U.S. Conference of Mayors which refers to our efforts and says:

> We feel that significant and lasting results have been achieved for the benefit of State and local governments as a result of the Federal assistance review programs. Of course the dectral——

Mr. **Meeds**. As a result of what?

Mr. **Carlucci**. The Federal assistance review efforts. The Federal assistance review effort encompasses the decentralization of Federal agencies.

Mr. **Meeds**. Does it encompass the decentralization we are referring to today?

Mr. **Carlucci**. Yes.

Mr. **Meeds**. I would ask that the entire letter be made a part of the record.

Mr. **Brademas**. Without objection, it is so ordered.

[The information referred to follows:]

STATE-COUNTY-CITY SERVICE CENTER

December 13, 1972.

THE PRESIDENT,
The White House.

MR. PRESIDENT: We join in expressing our appreciation to you for your Federal Assistance Review program.

For the last two years of the program, our organizations have worked closely with the Office of Management and Budget in making field validations of agency program improvements.

In a few weeks we will be forwarding a report to the Office of Management and Budget which will contain a series of recommendations to you and to OMB to help make federally-sponsored multijurisdictional planning and development districts more responsive to state and local governments.

We feel that significant and lasting results have been achieved for the benefit of state and local governments as a result of FAR.

We would also like to express our appreciation to Messrs. Frank Carlucci and Dwight Ink for their very effective leadership and assistance.

BERNARD F. HILLENBRAND,
Executive Director.
BREVARD CRINFIELD,
Executive Director.
MARK E. KEANE,
Executive Director.
CHARLES A. BYRLEY,
State of Federal-State Relations.
EARL S. MACKEY,
Executive Director.
ALLEN E. PRITCHARD, Jr.,
Executive Vice President.
JOHN GUNTHER,
Executive Director.

Mr. BRADEMAS. Mr. Secretary and Dr. Ottina, it's good to see you.

Mr. Meeds made reference to the chief State school officers, and I should think they would more enthusiastically than any other sector of the education community welcome your proposal to decentralize the Office of Education since they have responsibility for education at the State level, but you know and I know that the chief State school officers are militantly opposed to your proposal.

Indeed, I would ask unanimous consent to insert at this point the letter to Chairman Perkins dated May 8, 1973, from the Council of State School Officers in which they say, "We believe that such decentralization of Federal education administration is contrary to the Administration's own stated policies, contrary to good administrative practice and fiscal responsibility, contrary to the interest of educators at the State and local level, and contrary to statutory precedents."

I will not here take time to read the whole letter but the rest of the letter fleshes out that particular skeleton of strong opposition on the part of the chief State school officers to the administration's plan to decentralize OE.

[The letter referred to follows:]

MAY 8, 1973.

Hon. CARL D. PERKINS,
Rayburn House Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: The Council of Chief State School Officers representing all state commissioners and superintendents of education, would like to express its deep concern over current plans of the U.S. Office of Education to decentralize functions of the U.S. Commissioner of Education to regional offices in various parts of the country.

We believe that such decentralization of federal education administration is contrary to the Administration's own stated policies, contrary to good administrative practice and fiscal responsibility, contrary to the interest of educators at the state and local level, and contrary to statutory precedents.

Decentralization is currently in progress in the U.S. Office of Education without the approval of the Congress. Dr. John Ottina, Commissioner of Education-designate, in testimony on April 16 before the House General Subcommittee on Education regarding the Office of Education plans for regionalizing federal education programs, referred to the Administration's Education Special Revenue Sharing Act, the Better Schools Act of 1973, H.R. 5823, and the President's budget for FY 1974 as authority for the decision to proceed with decentralization of program functions to regional offices. As of this writing, the Congress has taken no action on H.R. 5823 nor the President's budget for FY 1974. We further note that the Administration has provided no budget justification to the Congress with regard to plans for regionalization of Office of Education functions.

In the extensive Congressional debates last year on the Higher Education Amendments, the Congress clearly stated its intention that the U.S. Commissioner of Education should have decision-making responsibility for existing programs. At the time of those debates, no reports or provisions of legislation emerged authorizing decentralization or regionalization. Your Committee attempted to clarify the powers and responsibilities of the U.S. Commissioner in order to insure accountability. It would seem to us that accountability for federal administration of education programs would be blurred by regional offices which necessarily report to the Secretary of Health, Education and Welfare.

Regionalization also seems inappropriate under the current Administration's own policy. President Nixon, in his 1973 state of the union message on human resources declared:

"Federal efforts should encourage state and local governments to make those decisions and supply those services for which their closeness to the people best qualifies them."

He went on to say that:

"Our goal is to provide continued federal financial support for our schools while expanding state and local control over basic education decisions".

Advisory Committee on Intergovernmental Relations, in its report to the President on education finance, recommended to the President that education decision-making must be a state function. The President's Commission on School Finance made the same recommendation. The Administration's Education Special Revenue Sharing program, as defined by the FY 1974 budget and the Better Schools Act, responded to these recommendations by proposing a reduction in federal funding as part of a process of guaranteeing control on education to states and localities. It seems inconsistent that the Administration should now propose to expand the federal education bureaucracy into the ten regional offices, vesting in those regional offices, the power of approval of grants. An additional layer of federal bureaucracy at the regional level will interfere with the state and local decision-making the Administration espouses.

The federal share of total spending in the United States for education is now less than 7%. We see no administrative or fiscal rationale to justify the establishment of an additional layer of federal regional offices to process those already minimal funds. The salary and expense budget of the Office of Assistant Secretary for Education is up 23% from FY 1973, and Education Division staffing has increased 17% above 1972 levels. These increases are also inconsistent with a program to return decision-making to the states and localities.

The U.S. Office of Education is already having serious difficulties coordinating its largest program, Title I of the Elementary and Secondary Education Act. Several states have had to return Title I ESEA funds because of confusion over comparability rgulations, and several other states suffered unfavorable publicity due to USOE audit exceptions later disproven. As a result, new comparability guidelines for Title I ESEA have recently been published by USOE. In view of the uncertain nature of interpretations of the new guidelines, decentralization of program decisions to ten regional offices will again retard the development of consistent policies.

At the present time, some states are also being asked to absorb reductions in program funds under Title III ESEA as a result of the recent discovery of contract irregularities in USOE, including back-dating. It would seem to us that any further delegation of USOE authority to regional offices would be inconsistent with attempts to develop a more coherent administration of contracts in Washington.

Other questions of the propriety of regional office activity have recently arisen. We have received reports from several states of meetings held in the regions under the auspices of HEW Regional Commissioners for purposes of discussion of the Administration's Education Special Revenue Sharing proposals. In these meetings, regional office personnel in several cases dealt directly with the Governors of states in discussions of Education Special Revenue Sharing, omitting prior consultations with education agency personnel. These meetings were used for unsolicited propagandizing for Education Special Revenue Sharing, including the circulation of state allocation tables which were erroneous and mis-leading as to levels of funding for FY 1974. We have objected strenuously to the U.S. Office of Education and the Assistant Secretary's office over this misuse of regional office personnel. We feel that these incidents are clear evidence of the damage to state and local interests which will result from attempts to regionalize USOE programs against the wishes of the Congress and the education community.

The Supreme Court in the *Rodriguez* case refused to overturn state education finance systems; though we disagree with the decision, we note that the court recognized state primacy in education matters by stating its intent to "avoid judicial intrusion into otherwise legitimate state activities." Regionalization of federal education activities would inevitably result in federal administrative intrusion into state affairs.

We hope that your Committee will examine this issue during your deliberations on the renewal of elementary and secondary education legislation this session. We intend to discuss this matter with the Appropriations Committee during its hearings on the FY 1974 budget. We look forward to working with your office on this problem.

Sincerely,

BYRON W. HANSFORD,
Executive Secretary.

Mr. BRADEMAS. Mr. Secretary, I was also struck by your failure to adduce any support outside the administration from educational organizations or other groups, unless I misheard you, for your proposal to decentralize the operations of the Office of Education.

In addition, I was struck by your observation that, if decentralization does not relate to program effectiveness, you are against it. I think that is what you said.

Then I look at the programs that come within the purview of the subcommittee I have the honor to chair, the Select Education Subcommittee, and I think of several of the programs there which the administration is seeking to kill or eliminate, programs which are not operated through a decentralized approach, and I recall how witnesses who are expert witnesses have come before our subcommittee to tell us how bitterly they oppose the efforts of the Nixon administration either to kill or eliminate these programs or to fold them into your so-called special education revenue sharing. And the grounds on which they oppose the administration's position are precisely the grounds that your approach, Mr. Secretary, would lead to eliminating or diminishing program effectiveness.

I speak in this respect, for example, of the Drug Abuse Education Act, of which Mr. Meeds is the principal sponsor, or I speak of the Environmental Education Act wherein, again, this is strong opposition on the part of environmental education experts to your so-called decentralization proposal. So, Mr. Secretary, I come to the conclusion as I look not at the rhetoric of the administration but as I look at what concerns us on this committee, program effectiveness, and I come to the conclusion that you really are not very much interested in program effectiveness.

I don't know anybody who is against "program effectiveness." There is nobody on this committee on either side of the aisle who is in favor of program ineffectiveness, but I come to the conclusion that you are basically opposed to the programs, and I see evidence for this judgment in the budget in the proposals where you seek either to eliminate moneys for education or drastically to reduce them, and I see it as well in the impounding of funds lawfully appropriated by Congress for domestic programs.

I see it in the sharp cutback of staff in the Office of Education; I see it in the willful contempt of HEW for the intent of Congress in the implementation of various legislative programs.

I see, for example, how the report of the Committee on Appropriations on the bill which we are to vote in the House today, the Labor-HEW appropriations bill, very severely reprimands you in HEW for your willful contempt of Congress in respect of the implementation of the basic opportunity grant program in that when the President sent his budget up, he willfully ignored the statutory requirement that before the BOG program could be funded, existing student aid programs had to be funded at certain specified percentage levels.

I look at the willful contempt of the administration for the intent of the authors of the bill creating the National Institute of Education, of whom I happen to be one, for the intent of Congress—and not solely the intent of Congress, the statutory mandate of Congress—that there should have been appointed a National Council on Educational Research to make policy, not an advisory council, but a policymaking body. The appointment of this Council was not permissive; it was mandated by Congress.

I realize, Mr. Secretary, that the Council has at long last been appointed and confirmed but only after the humilitation to which we on this committee had to subject some of the officials of your Department for willfully disobeying the intent of Congress.

I look at the failure of the Department of Health, Education, and Welfare to establish an Office of Environmental Education after that Office had been mandated by Congress. I look at the fact that we had, a full year after the President had signed that bill into law, to conduct oversight hearings in this subcommittee in order to see to it that the Council on Environmental Education that had been mandated by Congress was established.

I then read, with a certain amount of wryness, the sentence on page 2 of your statement, Mr. Carlucci, wherein you announce to the members of this committee, of all committees, "You can be sure," you say, "that decentralized authority will be exercised in a manner consistent with the law."

I have been on this committee for 15 years. I have never known an administration to be so afflicted with the disease of contempt for the statutory mandates of the elected representatives of the people in Congress as this administration.

It is, I suppose, an anomaly that someone in your position should even have to write out in his prepared statement an announcement that you are going to obey the law. That is refreshing but I don't believe you.

As a former official of your administration once put it, "Don't pay attention to what we say, pay attention to what we do."

That was Mr. John Mitchell, of whom you may have heard.

I don't get a chance to see you often, Mr. Carlucci, in fact I don't really know Mr. Evans, so it's interesting to get acquainted with him today.

But I want you to know, and I speak as only one member of this committee—I am not saying this in the post-Watergate period for I said the same thing in the pre-Watergate period—who wishes that we could get some commitment out of someone in your position of responsibility in this administration to the following proposition:

> Members of Congress, we may not agree with you but, after the laws of the land have been passed, whether we agree with the laws or not, we are going to faithfully execute those laws even as is the oath of the President of the United States.

Can you give us any assurance on some of these points that I have been making, Mr. Carlucci, that at least in the post-Watergate period, so far as the Department of Health, Education, and Welfare is concerned, in what we hope will be a new era, that you are going to obey the laws even though you don't like them or agree with them?

Mr. CARLUCCI. You made a long statement with a number of elements in it. I am not sure I know where to start.

On the question of obeying the law, I would dispute your statement that we have not obeyed the law.

Mr. BRADEMAS. You are in no position to dispute it. The facts indicate otherwise. You were not in the Department when some of these measures were written into law so I know more about these facts than you do.

Mr. CARLUCCI. That may well be. But from my perspective we make an honest effort to implement the laws of Congress. There is always a question of interpretation of the laws.

Congressmen will differ on interpretations of the law. Legislative history has to be studied. Some of these things take time.

The National Council of NIE, that took time for which Dr. Glennan could not be held responsible.

Mr. BRADEMAS. I am holding the President responsible on that, not Dr. Glennan.

Mr. CARLUCCI. We move as rapidly as we can. We administer the law faithfully as we understand the intent of the law.

Mr. BRADEMAS. Mr. Carlucci, I am trying to be frank with you. You are a very intelligent and competent man and you have learned a lot since you appeared before this committee. I can tell by the nature of your responses. but you can't really expect to come in and make a statement like that and expect to be taken as a creditable spokesman of the administration.

If you don't know the answer. or you think you made a mistake, say so. Please don't give that type of response.

I can cite a number of specific instances to make my point that you simply didn't carry out the statutory mandates of Congress. The attitude we get from you people coming up here is that you are doing us a big favor when you obey the law.

Mr. CARLUCCI. I don't have that attitude, have never had that attitude. I am always happy to consult with this subcommittee or any other committee. I believe in a dialog with Congress, I respect the authority of Congress, the Secretary of HEW respects the authority of Congress, and I can assure you we intend to implement the laws as we interpret those laws.

Mr. **Brademas.** Why couldn't you tell Mr. Perkins that if Congress appropriates money, you will not impound it?

Mr. **Carlucci.** You are asking me to interpret a law before it is even passed.

Mr. **Brademas.** That is the kind of response I alluded to earlier, Mr. Carlucci. I guess I will have to pay attention not to what you say but what you do.

Mr. **Carlucci.** I welcome that, Mr. Chairman.

Mr. **Brademas.** Let's remember that commitment.

Before I ask this specific question, I hope you will understand that the questions I have put to you are directly related to your proposal for decentralization of the Office of Education because, you see I have two concerns about HEW these days—I am not even talking about the rest of the Government departments, we don't get into them much in this committee—one is integrity and the other is competence, and, in coming before this committee, your Department has not been overly burdened with either.

Why we should give blessing to your decentralizing out in the various regions of the country, when on issue after issue you, as the top HEW officials here in Washington, have not been able to come up with satisfactory responses. It mystifies me.

Let me come to a specific question. Several programs which don't have formulas for the distribution of funds among the States are scheduled to be fully regionalized, I understand.

It is my understanding—you will straighten me out I am sure if my facts are not correct—that the regional offices would actually have the power to approve grants for these programs.

Among these programs, I understand, are to be included the Environmental Education Act, the dropout prevention program, and several new Indian education programs.

My question then is this: how will you determine how much of the appropriation for each of the programs will be available to each region?

If you are not allocating funds among the regions, obviously all you have done is create another layer of bureaucracy without any decisionmaking power.

If you are, however, allocating funds, you are violating the Cranston amendment, which forbids the Office of Education from imposing any limitations not authorized by law on funds appropriated by Congress.

Do you propose to allocate funds among the regions and, if so, how?

Dr. **Ottina.** Let me begin with one correction to your statements. Some of the programs you enumerated, for example, the dropout prevention program, we are terminating in 1974 in this proposal. What would be done in the region would be to monitor the concluding activities.

The question you ask would not be equally appropriate for all of the programs.

Now, let me answer the specific question with the understanding the general programs you talk about may have specific exclusions that it would not apply to.

Mr. **Carlucci.** First, as to the mechanics, in fact we are now building up a comptroller capacity in the region so they will be able to deal with the allocation of resources. We have a legal opinion which I would be glad to submit in full for the record with regard to the Cranston amendment which states in essence that as long as we make tentative regional allocations with regard to those programs for which no geographical allocation is provided for in the authorizing statute, that these tentative allocations are based on estimates of how funds will ultimately be distributed according to the pertinent statutory practices and as long as there is flexibility to shift funds to the regions in response to the varying needs for funds documented in applications for those programs, we would be fully consistent with the terms of the Cranston amendment.

Mr. **Brademas.** You understand why I said that one of the concerns I have when I look at your operation of HEW is integrity. When you use phrases like "A tentative allocation" with respect to the Cranston amendment, a commonsense reading of your statement would mean that you are going to ignore the intent of the meaning of Congress.

Mr. **Carlucci.** No, that is not right.

Mr. **Brademas.** You question—well, answer me there. I am talking of your intention to comply with the meaning of Congress.

Mr. **Carlucci.** You question my integrity.

Mr. **Brademas.** You are an honest man. I am sure. There are a lot of honest men in this administration, I am sure.

Mr. **Carlucci.** This allocation process is a normal process. Tentative allocation of funds is a normal process in a decentralization operation.

Mr. **Brademas.** I am not asking my question in that context, Mr. Carlucci, I am asking in the context of very sharp criticism on my part of the failure of HEW to comply with congressional intent.

I alluded to the Cranston amendment. Your response leads me to believe that you are seeking to get around the Cranston amendment and the intent of Congress. Your answer is couched in terms of policy in order to allow you to get around the intent of Congress.

Mr. **Carlucci.** Under the normal procedure we would follow in a decentralized allocation we would make tentative allocation of funds. I have a legal opinion for funding that tells me as long as you make tentative allocation of funds in the regions, you are not in violation of the Cranston amendment.

Mr. **Brademas.** I understand what you are saying. But I do not think that it is a good way to increase respect for your attitude with respect to complying with the intent of the legislation we write. You are going to have to make a judgment on that matter.

I have one final question because I have taken too much time already. I refer to one of the points frequently made in defending decentralization and to a concept with which as I understand, Mr. Carlucci, you have been publicly and highly identified in the administration. Let me add that in my judgment it's a highly constructive identification. You talked of cost effectiveness. Have studies been made to show the cost effectiveness of decentralization of specific Federal education programs?

Mr. **Carlucci.** I think the answer to your specific question is not to my knowledge.

Let me correct one part of that, I have not talked about cost effectiveness, I have talked about program effectiveness, which is a very different thing.

Mr. BRADEMAS. I agree.

Mr. CARLUCCI. The ultimate goal of the decentralization effort is not to save money. The dollar terms are relatively small in terms of people. We want to make sure we can deliver our services more effectively and quite frankly, I will be very honest, although members of this committee may disagree, I think there are important tradeoffs that can be made between different programs.

I don't think education should be dealt with in isolation, I think health has a bearing on education, nutrition in particular. We ought to have the capacity to make these tradeoffs, develop these complementary relationships between programs. That capacity can best be developed at the regional level.

Mr. BRADEMAS. Let me enter a dialog at that point with you. What you are talking about is a profound point. You have just made the statement—I might disagree with you but I don't want to misrepresent you—but that various trade offs can be made by regionalization of some of these programs.

Mr. CARLUCCI. "Program trade offs" is perhaps a term that would be inappropriate in this concept. I am talking of a complementary aspect where programs can be put together, not a trade off, that is contrary to the statute.

I am talking about taking programs from the education area and maybe from the housing and law enforcement areas and saying here is how we can put these programs together for a total impact on a community. Here is how we can get them in harmony.

Mr. BRADEMAS. I understand that. But that is not what I thought you were discussing when you spoke of program effectiveness.

One of your rationales for regionalization, I understand, is because of program effectiveness?

Mr. CARLUCCI. That is right.

Mr. BRADEMAS. I don't believe you can prove that regionalization leads to program effectiveness. I think it is not insignificant that in a column written some months ago, David Broder of the Washington Post quoted a speech that I think the President made sometime in February, I am paraphrasing, that we have examined a lot of these Federal programs with great care, evaluated their effectiveness, and seen that they just don't work.

Yet I think you would have a hard time, Mr. Secretary, giving us careful, scientific, objective documentation indicating that your Department has carefully evaluated the effectiveness of these programs you are now seeking to eliminate or for which you are proposing drastically to reduce funds for the simple reason, among other reasons, that the criteria for such evaluation do not exist.

I am a member of the National Commission on Financing of Post Secondary Education and I can tell you this is one of the problems with which our Commission wrestles.

The problem of assessing program effectiveness is a scientific matter, it's a pedagogical matter, an intellectual matter. But you have talked to us on this committee as if we should assume that in evaluating programs that affect human resources there exists the same kind of scientific measurements and standards that may apply to the National Sciences.

If that is indeed what is in the minds of those who speak, as you do, of program effectiveness, I don't believe your point. I don't think it is intellectually true. Do you have any comment on my question?

Mr. CARLUCCI. I don't know that we are so far apart on the issue of evaluation. I frankly am dissatisfied with the evaluation capacity in HEW and we intend to try to strengthen that.

One of the things we want to do is put an evaluation capacity in our regional office. As these programs are put out, we will have the ability to see whether they are working.

Nevertheless, it was important in terms of the budget constraint across the Government to make certain judgments based on information we had available to us.

Mr. BRADEMAS. In volume I of the hearings held by the House Appropriations Subcommittee this year on the Departments of Labor-HEW appropriations for fiscal 1974, the following information was supplied by the executive branch in response to inquiries, "Evaluation of HEW Programs." In the information that follows are statements of rationale for major reductions or phaseout of HEW programs specified in the fiscal year 1973 and 1974 budgets.

"It should be noted that lack of program effectiveness played only a minor role in developing 1974 budgetary objectives."

Dr. OTTINA. You may be quoting me and indeed that is a statement if I didn't make I would make.

Mr. BRADEMAS. The reason I quoted it is that Mr. Carlucci has said just the opposite in response to my question.

Mr. CARLUCCI. I don't think I did.

Mr. BRADEMAS. Let's read the transcript back before we correct it.

Dr. OTTINA. If that was not I saying that, let me say it here. We are charged with the task of looking at the most effective ways of using a given amount of money for education. In that analysis we look for programs that rank high or low, in their effectiveness; not that they are totally ineffective, not that they should be totally discarded, but in the context of using a given amount of money, some fall at the bottom of that list. That is what our recommendations meant.

Mr. BRADEMAS. I think you can appreciate that some of us country boys from Indiana have a difficult time when Mr. Carlucci talks of program effectiveness in justifying decentralization but Dr. Ottina, you respond to the committee by arguing program effectiveness when you talk of cutting back on money. You are talking of apples and oranges.

Mr. CARLUCCI. Program effectiveness can be a reason for phasing out a program. On Hill-Burton we argue its been too effective. We don't need to build more hospitals, it pushes up cost.

Mr. BRADEMAS. We are not arguing about whether program effectiveness is an intelligent rationale for phasing out programs. Honest men would agree on that.

What I am arguing about is that a minute ago you talked about improving program effectiveness as justification for your regionalization and phasing out programs and so on, but over here your document from your colleague says something else.

Mr. **Carlucci.** The point I am trying to make is those programs that are not to be phased out can, in my judgment, be made more effective on a program-by-program basis if they are administered in a decentralized mode.

No. 1, it improves communications with the State people, it improves the knowledge of the community that our regional people would have, and we can develop complementary relationships between programs over the long run.

Mr. **Brademas.** Mr. Carlucci, I think that those statements are all purely articles of political faith for which you have no scientific evidence. If you were right—I think you are profoundly wrong—the chief school officers would be here supporting you, but they are not behind you.

Mr. **Carlucci.** They never tried this. Obviously anything new makes people uncomfortable. I think the chief school officers misunderstood what we are trying to do.

Mr. **Brademas.** Now Mr. Carlucci, if we following your rationale, the chief State school officers who operate at the State level, know a great deal more about their programs at the State level than you here in Washington do.

Mr. **Carlucci.** I grant that.

Mr. **Brademas.** Then you had better let them have their say because they, in your metaphysics, are more knowledgeable of their problems than you are.

Mr. **Carlucci.** We appreciate your support for the Better Schools Act

Mr. **Brademas.** Let me add, therefore, that all those people you have working in the Office of Education on the so-called "Better Schools Act" can better be employed elsewhere because "There ain't going to be no Better Schools Act."

Let me say, finally, because I have been very critical of you, Mr. Carlucci and Dr. Ottina, that I like you both, I respect you both, but that I have the most profound reservations about the integrity that the Nixon White House brings to compliance with the laws of the land as written by the elected Congress of the United States, a coequal branch of government.

And I have as well great misgivings about the competence with which a lot of the laws, especially in HEW, have been administered.

Those are direct and straight forward criticisms and I lay them on you.

Mr. Ford?

Mr. **Ford.** Thank you, Mr. Chairman.

I am a little taken aback by the exchange I heard take place when I heard Dr. Ottina say, "It is our responsibility to determine how best to spend educational funds."

What is the authority for that kind of statement and what do you mean by "our" responsibility?

Dr. **Ottina.** I thought I said "recommend."

Mr. **Ford.** I thought you said "determine". I thought you were more forceful.

You prefer then that we understand your statement that it is the duty of the Office of Education to recommend how education funds should be spent?

Dr. **Ottina.** Certainly do.

Mr. Ford. Not to direct how they should be spent.

Dr. Ottina. No.

Mr. Ford. Only to recommend?

Dr. Ottina. I certainly recommend to the administration and the administration in turn puts together such recommendations and forwards them to Congress.

Mr. Ford. Of course, I don't know where you got that, nobody around the Hill believes that is the way education legislation has been written for sometime. When you came up to explain—what do you call it—the Better Schools Act, I think that you had only about a 2-hour headstart on the rest of us when you tried to tell us what was in it.

Dr. Ottina. I would like to challenge that.

Mr. Ford. Are you now willing to accept responsibility for the paternity of this thing?

Dr. Ottina. I am sorry.

Mr. Ford. Are you now willing to accept responsibility for the paternity of this act, are you suggesting it was initiated in the Office of Education and written there?

Dr. Ottina. Yes, sir.

Mr. Ford. Representatives of your office have been vigorously denying that to every level of school administration and school board member and Congressman across the country, saying this is a machination of some mysterious group in the Bureau of the Budget or somebody else.

Dr. Ottina. I would categorically deny——

Mr. Ford. You say it was put together by the Office of Education.

Dr. Ottina. Yes, the original proposal stems from the Office of Education. The original versions were initiated by the Office of Education very clearly. Not that it represents 100 percent what was proposed. I don't mean to represent that but its initial ideas and proposals——

Mr. Ford. Where did it get changed before it was introduced?

Dr. Ottina. In hundreds of places. In conversations with Congress, conversations with——

Mr. Ford. Where did the product of education get changed before it was delivered to Mr. Bell for introduction?

Dr. Ottina. I am describing that, conversations with HEW——

Mr. Ford. No, you are not describing. We don't have that problem with semantics and language. You are saying you put together a piece of proposed legislation at the Office of Education.

Dr. Ottina. That is right.

Mr. Ford. And that that piece of legislation is not what Congressman Bell introduced, it has been changed in some regard. Where did it get changed between you and Congressman Bell?

Mr. Carlucci. I am not sure what you are driving at. Obviously in the development of legislative proposals, a number of people get involved. The basic work in this instance was done by the Office of Education. It went forward to the Secretary and to me. We met with the Office of Education officials. We also discussed the legislation with the Office of Management and Budget because it has fiscal ramifications as does almost every piece of legislation.

As I recall, we had some discussion, not extensive, with members of the Domestic Council but the essential product was an HEW product and the basic work was done by the Office of Education with some assistance in the development of data from the Office of the Assistant Secretary for Planning and Evaluation.

Mr. **Ford**. It seems you did talk to a lot of people but we are well aware here that you didn't talk to any of the members of this committee in either political party. You had no advocate of the legislation. No one on this committee will accept any responsibility for any part of the drafting of it. They all contend they never saw it before. Congressman Bell put a three paragraph disclaimer in the record when you finally got him to introduce it.

Senator Dominick specifically stated when he introduced the legislation that he had not been consulted in the drafting of the legislation.

Mr. **Carlucci**. It is my understanding that we did brief the minority staff of both Houses 2 days before the legislation was introduced.

Mr. **Ford**. You briefed the minority staff 2 days before it was introduced. Do you consider that consultation for drafting legislation?

Mr. **Carlucci**. They had an opportunity to indicate areas where they had any serious problems and we would have been able to modify the legislation.

Mr. **Ford**. I have known you a few years and know your background well enough to know you are an extremely sophisticated and intelligent man. Perhaps your many years as a Foreign Service Officer have trained you to instinctively protect the system, and you do that very well; but I don't think that you ought to keep kidding yourself into the idea that there is something mysterious about not being able to get support for this Better Schools Act from Members of Congress when you failed to take even the most elementary steps of consulting with them before drafting it.

I might suggest there is enough expertise on either the minority or majority side with even the most junior Members to warn you of some of the most dreadful mistakes you made in drafting that automatically guarantees you will be resisted.

Since you had a greater role than we expected, Dr. Ottina, on the basis of what experience we have had legislatively or the recommendation of chief State school officers and others, did you come to the conclusion that anyone other than the educational agency presently administering educational programs within a State should be the administrator of funds under your proposed legislation?

Dr. **Ottina**. I believe the proposed legislation specifies that any legally constitutional agency constituted by State law in such capacity is the administrator of it.

Mr. **Ford**. Can you tell me which State presently constitutionally delegates the authority for the handling of funds to the State superintendent for public instruction, if there is one?

Dr. **Ottina**. I can provide you with such a list. I don't know them offhand.

Mr. **Ford**. Suggest to me from your knowledge as one of the architects of this if you know of any jurisdiction out of the 50 States that authorizes the elected superintendent of public instruction to authorize the distribution of funds within that State.

Dr. **Ottina**. I am not sure I understand the meaning of your question.

Mr. **Ford**. Doesn't the legislature in each of the States decide the basis on which the funds will be distributed and the exact manner and to whom they shall be delivered?

Dr. **Ottina**. It is my understanding, Congressman, that in the case of Federal funds that there is States who charge the educational department, Commissioner, or whatever he is called, with administering those funds directly and they are not subject to the local State appropriations process.

I would be pleased to provide such a list.

Mr. **Ford**. What we are looking at is not something that just came up when you introduced this legislation. I don't know who peddled this but they peddled a traditional battle that has been going on in this country for many years, perhaps since the turn of the century, possibly in some parts of the country before that. Perhaps anyone who is exposed to the political process in the field of educational administration will tell you that a traditional battle in this country has been the relative involvement of the ordinary governmental machinery with the educational machinery and in some States the Governor is quite an influential person in the operation of education.

But that, by a process that evolved very rapidly after the American public school system began to develop across this country, changed very dramatically, and in a majority of the States they either constructionally or by statute keep the Governor's grubby paws off educational money.

In many States the Governor is directly or indirectly forbidden from having anything to do with funds dealing with education.

You come along in the face of that history and suggest that we will start from the point of view that the chief executive officer of the State should be the State agency responsible for administration of the program under the act in such State.

In other words, you would put the Governor of each State in charge of the program—wait a minute—you have the escape language, but the escape language in 1973 doesn't mean anything, "If such officer determines that the law of such State provide for a specified single State agency to be responsible for such administration."

I am suggesting to you that you ought to be able to tell me of at least one State in the country where the law of the State does specify that at the present time.

Dr. **Ottina**. We can do that, sir. I believe there are somewhere between 20 and 30 States that do.

Mr. **Ford**. Can you think of one?

Dr. **Ottina**. No, I can't.

Mr. **Ford**. I am not suggesting that there aren't any but I am so pleased to find someone who made the decision that this is the form the legislation is going to take. No one will engage in a discussion of this because they all deny they had anything to do with it.

Dr. **Ottina**. I will be pleased to engage in a discussion.

Mr. **Ford**. You are not the one that made the decision that the administration should be mixed up with the Governors of the States.

Dr. **Ottina**. My recollection of that process would be, yes, and——

Mr. **Ford**. The perennial recommendation of the Council of State Governors had nothing to do with it?

Mr. **Carlucci**. As I recall that particular provision, I think we had a rather large committee discussion in HEW on it. I think it was on a Saturday morning at which the Secretary of HEW presided and various points of view were presented and he made the choice.

Mr. **Ford.** I want to tell you it came as a great shock to members of the committee because somebody in President Johnson's administration got conned into a proposal of this kind back about 1967 and it was like a bomb around here. With the tremendous prestige at that time the Johnson administration had with the educational community across the country, it set off violent shock waves because it flew in the face of the very strong traditions that they held, virtually on the edge of being sacred, out across the country.

So actually no one on this committee that had been through that experience or heard about it would have for one moment considered what you have skipped over with here.

In the first presentation by the administration before this committee, they seemed quite surprised the Governors were involved. So I gathered someone other than the Office of Education was the strongest advocate during the drafting of this provision.

This is only one part, but I think if it means anything to me it indicates why you are just wasting your time and our taxpayers' money over there if you are going to continue playing around and saying to the American public, "We have legislative alternatives to the present programs," when in fact you throw something together that has absolutely no constituency here in the Congress.

Perhaps it's not too cynical to suggest at least somebody involved over there didn't want a piece of legislation that would fly. They preferred to be ending this year with a budget that makes absolutely no provision for any alternative to adoption of a piece of legislation you can't even get members of your own party to introduce in the House and Senate without resorting to the most extraordinarily embarrassing, I would hope, kind of maneuvering. You couldn't even get a member to come down and explain it. It took 2 or 3 days to get a member to put it in.

Mr. **Carlucci.** I accept with good grace your criticism——

Mr. **Ford.** I don't want you to accept with good grace. I think the Office of Education is at the lowest level since I have been in Congress. I see absolutely no evidence in almost 2 years of any advocacy for improvements in aid to education coming out of the U.S. Office of Education. Quite to the contrary, I see a constant pattern of attempts, for whatever reason, to make it virtually impossible for local school administrators and State school administrators to administer these programs they have successfully administered in the past and, in fact, a very concentrated attempt to try to persuade the people who have been working with these programs and suddenly, for some reason, they won't work any longer.

You come into Congress with a statement that the programs won't work.

I tried to carry on a correspondence with your office, Dr. Ottina, and with the Secretary in response to public statements that were being made about the fact that, "The Federal education programs didn't work."

I wrote you a letter and said, "Tell me why you think they don't work and what it is about them that doesn't work. If they are not working, why haven't you done something about it."

I have gotten nothing but form letter responses indicating there is something wrong with some of the programs. There has been nothing demonstrated.

Doesn't it strike you as strange that you have absolutely no reaction from the educational constituency out there in the positive to the way that you take the limited resources in this act and rejuggle them the way you want to do it?

Dr. OTTINA. May I suggest to you in the same spirit you are suggesting to us, as I understand your home State is Michigan. I suggest you check with the chief State school officer there, Dr. John Porter, and ask him whether he believes that the concepts contained in the consolidation of the Better Schools Act and what it is attempting to do are supportable from this point of view or not.

Mr. FORD. You can bet I have contacted him and he is on record opposing the act.

Dr. OTTINA. I don't believe that is true.

Mr. FORD. You may have fooled him for 48 hours. It didn't take very long—John Porter is not a political-type man but once we showed him the figures you are giving with the right hand taking away with the left, it didn't take him long.

Dr. OTTINA. That is the point, a lot of people confused the Better Schools Act——

Mr. FORD. What information do you have showing that he supports this act?

Dr. OTTINA. I would suggest you talk to John Porter.

Mr. FORD. I talk to him regularly and he is not supporting it, nor is the good Governor of our State.

Dr. OTTINA. When was the last time you talked to Dr. Porter?

Mr. FORD. You have changed him in the last week?

Dr. OTTINA. Yes.

Mr. FORD. I doubt that.

Mr. CARLUCCI. I think part of the confusion over the Better Schools Act has arisen because various people have obfuscated the issue with regard to funding. The budget is separate from the funnel through which the money is delivered and the concept in the Better Schools Act and consolidation in the title I distribution formula are concepts I think we could have a fruitful discussion with Congress on.

Mr. FORD. I had called to my attention hearings of the Ways and Means Committee, where the present Secretary, wearing the hat he wore last year, was testifying in support of the proposal for tax credits for parochial schools. He was asked what about the budget impact of adopting this plan and during the discussion at that time they were suggesting that it was going to cost, somebody said, $300 million.

Mr. CARLUCCI. $300 million for a half year?

Mr. FORD. Somebody said $600 million. They finally came up with the figure of $400 million that they could agree on for discussion purposes:

> QUESTION. What will be the budget impact?
>
> ANSWER. None.
>
> QUESTION. How can you spend $400 million and not have a budget impact?
>
> ANSWER. Because when our new programs are adopted and we shift the programs around, the money will be made up from the programs that are left out.

That is documented. That has been well known in the education community for a long time. I don't think you should expect they are going to be sympathetic that it was not the intent of this act to let something fall through the cracks in the process of juggling.

You don't encourage me when you say even maybe the programs that have worked can be allowed to fall through the cracks because they worked too well, and then you use as an example Hill-Burton and say you accept, as an employee of HEW, Hill-Burton has worked so well it is no longer needed and that we have all the hospital beds in the country sick people need.

I suggest if you believe that, you live in a different part of Washington than I live in. There is not a citizen in this country that believes that to be true.

There may be a lot of reasons for the administration wanting to bail out on Hill-Burton, but saying we no longer have a need for the objective of Hill-Burton is patently untrue.

You do a great disservice to the Office by parroting what somebody in the Office of Managament and Budget says when they say some programs are not working, and showing no evidence at all. Nobody from your office has come to this body in more than 2 years with a suggestion that a program was not working and, therefore, a particular piece of legislation ought to be adopted to change that program, thereby suggesting you believe you have within the framework of the statute all the power you need to correct these programs, or, in fact, you had no knowledge they weren't working.

When did you last suggest changing any one of the programs?

Let's take title I. Does that work, or not? Is it a good program the way it is written now?

Mr. CARLUCCI. Work—well, it can be a relative term in that sense. Every program, most every type of program I know does some good.

The question is: What impact do you get for your money you put out there, and can you improve that impact?

Certainly title I does some good.

Mr. FORD. How would you improve the impact of title I?

Mr. CARLUCCI. We think the AFDC formula is inequitable.

We should move to a better standard.

Mr. FORD. You are talking about formula now?

Mr. CARLUCCI. That is essential in terms of program effectiveness, the distribution of money.

Mr. FORD. You started out to tell me how to improve the impact of title I.

Dr. OTTINA. There are two aspects. One is to concentrate the money, and, second, to use the large majority of it to teach basic reading and computational skills. We have proposed many times through our regulations other ways to get closer to that target, that is, put more money on each child, and, second, use more funds to teach computation and reading skills.

Mr. FORD. You are suggesting—I disagree, but you are suggesting from your point of view two ways in which present title I programs could be improved. You suggest that by writing regulations you have undertaken to bring that about.

Dr. OTTINA. We have been moving to that direction without waiting altogether.

Mr. FORD. You have more than moved. You have succeeded in writing regulations to the point now where you have teachers in classrooms across the country counting kids by the color of their skin or shabby clothes.

In place after place this committee took testimony from people, asking, "How are you enforcing the regulation?" They say, "Well, we have the teacher"—in some instances they questioned the kids. In other places they are more subtle—"We have the teacher estimate how many poor kids are in the classrooms."

She turns that in to the principal, the principal turns it in, and we come up with the magic number of poor kids you should have in the school.

Where do you find in the statute—we shouldn't get into it—I will assure you there is no place in the statute where a means test, covert or overt, can be used to determine the institution a child attends of the amount of funds for each child.

We perceived this to be a basic weakness in the poverty program and we insisted that there would never again be a means test of any kind.

You have reduced title I to the the same kind of ridiculous interpretation that goes on in the school lunch program. The only thing you don't have them do is get a rubber stamp on their hands before going into class.

You are flying in the face of this by the way in which you are interpreting the concentration of the policies which HEW has presumably enunciated for years.

Talk to some of the people in South Carolina about what your concentrating is doing in those areas which have genuinely attempted to comply with desegregation orders. We have a constant flow of school administrators who say they are telling your people about this.

Perhaps when you get decentralized, something will happen to improve communications, but our experience with the decentralization of OEO is not that that is what happened. It went the other way.

Mr. CARLUCCI. I disagree strongly. I think the decentralization of OEO was quite successful.

Mr. FORD. Don't remind me of it. It took a year and a half to get an application out of Chicago. With you as Director, we couldn't get past this guy in Chicago. When you were Director, we had too many bureaucrats set up. When you were Director, we couldn't get by. You told us you didn't have authority to override this guy.

The same thing happened in HUD and OEO. Up here, you say: "I can't make the decision, it is down at the regional level." At the regional level, they throw up their shoulders and say: "I have to answer to Washington."

It is a beautiful buckpassing operation, the structure of this thing. There is nothing in the history of that, except to show that it sets up a bureaucratic screen, which makes it impossible for local persons to administer the program.

Dr. OTTINA. We might enter in the record that portion of the law that I think relates to concentration and the criterion of income there, and you might enter that part of the law that you think negates that.

Mr. FORD. I won't enter in the record any part of the law. The statute is there.

Dr. OTTINA. My understanding is it does require a test in the community.

Mr. FORD. Absolutely not. Where? Income is a totally irrelevant consideration except for the purpose of using some specific census data which has no relation to the present children in school, but are only a means of making distribution to the county level.

There is no involvement anywhere in the act to the question of the poverty of children.

Dr. **Ottina.** I think we said the same thing in that last statement.

Mr. **Ford.** You are not administering the act that way. In title I and title II you have turned it into a poverty program.

Dr. **Ottina.** As I understand the law, the criteria is used to distribute funds to the county level.

Mr. **Ford.** Under what part of the law should the income of a child's parents or whether they are on AFDC have anything to do with their participation in education programs?

Dr. **Ottina.** Once it becomes a distribution problem of the county, other criteria such as educational deprivation can be used, and we do encourage and ask schools to give us that.

Mr. **Ford.** If that is your understanding, I suggest you sit down with counsel and go over it.

It is not, "Other criteria may be used." It is, "Other criteria will be used."

The educational history leaves no doubt in anybody's mind that the $2,000 figure has nothing to do with anything except distributing money, and then you forget it.

You are talking about children who have now finished high school who were in kindergarten when the count was made. They are a fictional group. It is an artificial formula for distribution of funds.

At no place in the act does it suggest you use income for a criterion to determine educational deprivation. Educational deprivation is not defined in the law in any way, in order to leave local administrators completely free to make that determination.

Dr. **Ottina.** Once it gets to the county or geographical area being awarded the funds, I had initially understood you to say, and I believe that I now understand you quite differently, that that was not a method of distribution whatsoever. That is not as I presently understand your statement. Your statement, as I now understand, is that that is a means of allocating the funds to the county.

Mr. **Ford.** You are using poverty not only as a means of allocating funds, but as a test of determining which children are educationally deprived and eligible for the programs. That is a big jump.

Dr. **Ottina.** I understand your statement now. I thought you were suggesting that it not be used in the allocation to counties, that is the point I was debating with you.

Mr. **Brademas.** If my colleague from Michigan will yield—what all this tells me, and this is just a little free counsel for whatever it is worth—Dr. Ottina and Mr. Carlucci, and I don't think the views of Mr. Ford and me are unrepresentative—that many of us on this committee feel that you in the executive branch of the Government do not seek honorably to comply with the intent of Congress as set forth in the statutes we write into the law of the land. We think that you willfully, by ignorance, or by a combination of both, ignore the intent of Congress.

If I were in your situation, I would say we ought to do something about that. We may come out disagreeing, but at least we ought to try honestly, faithfully, to comply with the law of the land, rather than to employ our lawyers to try to get around the expressed intent of Congress.

I should have thought this ought to be an open invitation to you to consult the legislators on this committee, on both sides of the aisle, and I would certainly extend that invitation.

I want to say one other thing, if my colleague will yield for one more observation.

I have been very rough on you today, but I don't have the kind of trouble with my Republican colleagues on the committee that I have with you in the executive branch. We report bills out of our subcommittee almost unanimously. We get along with each other, we understand each other. We have no problem with language. We have no problem with the faithfulness of keeping our word.

I have championed legislation proposed by the administration such as the National Institute of Education and other proposals. We are willing to work together with you, but I think that if you detect a big chip on our shoulder, it is because, in my judgment, the mentality that led to Watergate, the mentality of which Mr. Dean has been testifying, "the do it yourself lawyers, you do anything you want to do", runs throughout the Department of HEW. You then simply decide what you want to do, and you do it, regardless of what Congress says or writes into the laws.

I think this is the mentality that has led the administration into the troubles it is now enduring before Senator Ervin's committee. I think you have the same kind of mentality in your Department. I can't speak of other Departments. I don't know that much about them.

We are not being partisan, that is, Democrats against Republicans. It is this administration that has to learn that we in Congress are a coequal branch of the U.S. Government, and that we got elected, too.

Mr. CARLUCCI. I can welcome your invitation to consult, and perhaps some of our consultations, as Mr. Ford said, in the Better Schools Act was not as broad as they might have been. We would certainly——

Mr. FORD. Let me put that a little more directly.

It was not as broad—I consider the activity to be fraudulent and deceptive, because public statements were made and a selling job was started.

I have been on platforms across this country with representatives of the Office of Education while they are out there pitching this program. You pitched it every place except one place, where it had to be accepted in order to become law. That was in Congress and this committee. You made no attempt to consult with this committee. You didn't even attempt to seduce them with the product before you went public. You took it out and tried to shove it down everybody's throat on the assumption that it was going to float that way.

Somebody on the other end of the avenue got the idea you could take the heat off the education vetoes by making it appear that there was a magic solution proposed by the administration and rejected by this "do-nothing Congress" down here. Publicly the image you have been, wittingly or unwittingly, conveying is the administration wants to improve support for the elementary and secondary education, but a recalcitrant Congress or a few stubborn old men won't go along, when, in fact, you have no support for the program. You made no honest attempt to get support, no attempt to lobby a single vote on this committee for that legislation.

I suggest everything you have done, whether you know it and accept it as that or not—only yesterday I discovered there are people who can do an awful lot of things before they discover in hindsight, as Mr. Dean says, "I didn't realize I was participating in a felony".

We live in strange and wondrous times, but you people have actually lost, in my opinion and from what I learn out across the country, the confidence of the educational community in the country to the point we have to go to them. We can't rely on you for any role of advocacy for education at all. If there is a role of advocacy, it is being made very carefully.

Mr. Brademas. Mr. Lehman.

Mr. Lehman. I just thought I would wind it up.

The last time I was talking to Mr. Carlucci was maybe 5 years ago, and I can only bear out what Mr. Ford says.

At that time I was up here with the EOP from Miami, and we were having trouble getting Headstart funds at the time. It was roadblocked in Atlanta. The person in charge was Barb Whittaker.

Then we came to Mr. Carlucci, and unless my memory deceives me, we were caught between the two roadblocks, the decentralized office in Atlanta and the headquarters in Washington. That only gives you two places to shuffle between instead of one.

I didn't see in that instance the decentralization was any help to the people getting funded in Atlanta. I could see no benefits to the decentralization efforts on the part of the OEO.

Mr. Carlucci. May I comment?

I think Congressman Ford's comment on the regional office and that comment tend to confuse the issue with regard to decentralization.

At some point in the Federal structure there is going to have to be a Federal employee that interfaces with the local community and that interfaces with the grantees. The issue of whether that employee is in Washington or is in Chicago is irrelevant as far as the authority of his superiors to overrule him is concerned.

The fact is, contrary to your impression, Congressman Ford, I did have the authority to overrule the regional director in Chicago. I think I told you I didn't want to. I don't think I said I didn't have the authority. That authority would exist whether the individual is in Washington or Atlanta or Chicago.

The decentralization program should not stand or fall on whether a particular regional official agreed with a particular program that you were involved in at the time, Congressman.

It may well have been the Washington people, in fact it was the case, as I recall, the Washington people were equally adamant about the problems with regard to that particular program. I think your program would have been the same, irrespective of the decentralization.

Mr. Lehman. Thank you.

Mr. Brademas. I have been asked by Mr. Ashbrook, a member of this committee from Ohio, to put some questions to you. On his behalf, I do so.

Mr. Ottina, I have in hand a document titled "Proposed Decentralization Actions, attachment B, May 25, 1973." Are you familiar with it and knowledgeable about it?

Dr. Ottina. Yes.

Mr. **Brademas**. This document purports to list U.S. Office of Education personnel. Does it account for every person in the office?

Dr. **Ottina**. Those are projections for 1974, and it does purport to list all people in the Office of Education.

Mr. **Brademas**. There is no total page. Would you please tell us the total number of personnel in the office, indicating the number of classified/clerical, administrative, professional, for fiscal years 1972, 1973, and 1974?

Dr. **Ottina**. I don't have those. If I may, I will submit them for the record.

Mr. **Brademas**. Of course. Give the salaries and expenses in each of these categories and total amounts for each of those same years.

Dr. **Ottina**. Yes, Mr. Congressman.

If I may, in answer to that question, there is a difference in the accounting process in various years. In order to understand the question, I will have to include expenses not charged to salary expenses in the former years so that we can have an equivalence among the 3 years.

Mr. **Brademas**. On the last page of the attachment—the pages in my copy are not numbered—there are 78 people listed in the Office of Public Affairs. Does that Office handle all public affairs for the Bureau of Education for the handicapped?

Dr. **Ottina**. It handles functions for the Office as a whole. The answer would be "Yes."

Mr. **Brademas**. How many duties are involved, how many personnel, and at what cost?

Dr. **Ottina**. I do not know the answer to that.

Mr. **Brademas**. It is related to the Office of Public Affairs?

Dr. **Ottina**. In respect to the Bureau of the Handicapped?

Mr. **Brademas**. Yes, I believe it is.

Dr. **Ottina**. I do not have those.

Mr. **Brademas**. If you could, would you respond to Mr. Ashbrook's question as to that Bureau's public affairs mission, how you would rate the job being done by the information staff?

Dr. **Ottina**. I will, sir.

Mr. **Brademas**. Why is it necessary for that Bureau to issue a separate contract to a private public relations firm in Washington, on a sole-source basis, for additional public relations work?

Dr. **Ottina**. Do you happen to have a specific in that question?

Mr. **Brademas**. I do not but I will see that Mr. Ashbrook gets it to you.

If you would like to answer the other questions in writing that Mr. Ashbrook submitted, I would be happy to submit them without reading them all.

Dr. **Ottina**. I would be happy to.

[The answers of Dr. Ottina to questions of Congressman Ashbrook follow:]

ANSWERS TO QUESTIONS OF MR. ASHBROOK

Question 1. Mr. Ottina, I have in hand a document titled "Proposed Decentralization Actions, Attachment B, May 25, 1973. Are you familiar with it and knowledgeable about it?

Answer. I am familiar with the document you describe. It was made available to this committee when Dr. Evans appeared before you on June 21 to discuss our decentralization plans.

Question 2. This document purports to list U.S. Office of Education personnel. Does it account for every person in the Office?

Answer. The document accounts for every position which we expect to use under Plan B. The original Office of Education proposal for decentralization was submitted to the Department in mid-May for review by the Secretary's staff. This package was built on two alternate components. Plan A was based on passage of the BSA legislation, while Plan B was based on continuation of the existing authorities. The document labeled Attachment B in this latter plan.

Question 3. There is no total page. Would you please tell us the total number of personnel in the Office, indicating the number of classified/clerical; administrative; professional for Fiscal Years 1972, 1973, and 1974. Would you please tell us the salaries and expenses for each of those categories and the total amount for those same years?

Answer. Attachment B does not contain a total page. However, in his presentation before this committee on June 21, Dr. Evans did use a chart which showed the following information. At present, OE has 2,158 headquarters positions and 580 in the regions. Our Plan B anticipates 1,801 in headquarters and 1,007 in the regions. This would result in a decrease of 357 in Washington and an increase of 427 in regional offices.

It should be noted that the net growth of regional positions from this shift does not mean that more people will be required to operate the same programs. The increase in total staff is due to regional staff increases in the Basic Opportunity Grants and Emergency School Aid programs. Both of these new programs are planned to have considerable regional office staffing: 35 positions in BOGs compared to no regional staffing in the past, and 193 positions in ESA compared to 149 regional positions in the prior year. Therefore, a slight decrease in total staff for comparable programs may take place.

The following table shows an estimated distribution of Office of Education personnel and their compensation costs among three categories: (1) clerical/secretarial, (2) administrative/managerial, support, and (3) professional for three fiscal years.

OFFICE OF EDUCATION, SALARIES AND EXPENSES

[Dollar amounts in thousands]

	1972 comparable		1973 plan		1974 plan	
	Positions	Amount	Positions	Amount	Positions	Amount
Permanent compensation	2,687	$38,500	2,738	$42,800	2,808	$45,900
Clerical/secretarial	914	6,545	931	7,276	955	7,803
Administration/management supplemental	484	6,930	493	7,704	505	8,262
Professional	1,289	25,025	1,314	27,820	1,348	29,835
Other expenses		40,500		47,500		42,200
Total	2,687	79,000	2,738	90,300	2,808	88,100

Question 4. On the last page of the attachment—the pages in my copy are not numbered—there are 78 people listed in the Office of Public Affairs. Does that office handle public affairs for the Bureau of Education for the Handicapped? What are the duties involved, how many personnel and at what cost? Is that Bureau's public affairs mission being accomplished and if so, how would you rate the job being done by the information staff?

Answer. The public affairs function in OE is handled centrally, so that the Bureau of Education for the Handicapped (BEH), like other Bureaus depends on the OE Office of Public Affairs (OPA). A single full time individual from OPA is assigned to provide liaison with BEH. In addition, the full spectrum of OPA services are available to all Bureaus. These services include responding to routine public inquiries, the production and editing of OE publications, drafting of speeches and special messages relations with all press and media, employees newsletters and supervisors news summaries.

Question 5. Why is it necessary for that Bureau to issue a separate contract to a private public relations firm in Washington, on a sole source basis, for additional public relations work?

Answer. The Bureau of Education for the Handicapped does not have a sole-source contract for public relations work with any firm in Washington. It does have a contract, which was awarded on a competitive basis, with the firm of Grey-North, Inc., in Chicago, Illinois. Four companies submitted responses to the Office of Education's Request for Proposals and the Grey-North firm was selected on the basis of very stringent criteria by a board which included nongovernment evaluators.

An outside contract is necessary in order to operate the Bureau of Education for the Handicapped "Closer Look" campaign of making broad public areas aware of the availability of educational services to handicapped persons. It is a major campaign using a variety of standard methods, including the mass media, and is simply beyond the scope of the staff of the Office of Education's Office of Public Affairs. The contract is monitored, to some extent, by professional staff members of the Office of Public Affairs as well as by program officers of the Bureau of Education for the Handicapped.

Question 6. Mr. Ottina are you familiar with and knowledgeable about the establishment of education research and development centers and regional laboratories?

Answer. I am, in general, familiar with these efforts, as they have earlier been conducted by OE. However, since last year they have been entirely the responsibility of NIE. All of your following questions relate to specifics of this program and the impact of decentralization. Speaking for OE, the only relevant comment I can make to your inquiry is that administration of research programs is in many ways different from administration of the programs now in OE. I believe this factor to be one rationale for the creation by statute of a separate educational research agency in NIE. The Department has recognized these characteristics in its decision not to plan any decentralization of NIE programs at this time.

Mr. FORD. That was Dr. Porter on the telephone reassuring me he has not supported the BS Act, as he calls it.

As recently as a week ago, he wrote you, Dr. Ottina, expressing himself forcefully on this and pointing out that, as a member of the board of directors of the chief State officers, he would commit himself to the proposal that we should support the discretionary programs in the Office of Education and get down to the point where we had the formula grant program categories and had the others consolidated, but he was one member, individually or as a member of the board of directors, who wouldn't even consider those proposals until he saw the color of the administration's money on a continuing resolution and a piece of legislation for 1974.

You have in your office a letter saying when he saw those things coming into reality, he would be willing to discuss the limited kind of change I am talking about in consolidation.

I will help you with that. I have an amendment that will be offered to any bill that is going to move through here to consolidate the discretionary programs and pass them to the States so you don't have anybody sitting over here.

I am taking you at your word. Title I, all the grant money that goes directly to school districts—we will take all that money that you sit on over there and play, "Here is some for you, and some for you," including the President's pet project of last year. What did they call that one? Emergency School Assistance Act. We will pass that out to the States and let them distribute it, and won't have the problem about getting it spent.

How does that strike you?

Dr. OTTINA. I believe as we talked about Dr. Porter, I did not represent that he supported the Better Schools Act, but the concept——

Mr. FORD. You said how recently did I talk to him when I said he didn't support it.

Dr. **Ottina**. The context of the way it was presented, the consolidation of those programs and the ideas behind it. I didn't mean to represent him as being content with the funding level proposed there.

I read the letter, and it was on that basis that I said Dr. Porter believes in consolidation and believes the ideas implicit in this act are ideas he would welcome as a chief State school officer, not the funding level.

Mr. **Ford**. How would you feel if we took all the funds in the Office of Education and distributed them on the basis of a State's entitlement?

Mr. **Carlucci**. Let me look at your proposal. You talked of consultation. We will be glad to consult on it.

Mr. **Ford**. All the programs except impact aid——

Mr. **Carlucci**. Why not all?

Mr. **Ford**. It is not necessary. That is distributed to local school districts.

We are trying to localize to the greatest extent possible and we would localize by taking the money to the local school district.

Dr. **Ottina**. The impacted aid, by going direct to the local districts, prevents them from executing their responsibilities at the State level.

Mr. **Ford**. I have heard those arguments. They have been used by several plans and States to steal impact money.

Your program is taking only some. Interestingly, you take none of the discretionary money, nothing where there is an application necessary. To determine the entitlement for money, it is lumped in the pot when you do your consolidation. You take only the programs where we have little or no executive discretion involved in determining who get how much money.

Dr. **Ottina**. I think you will find in the 1974 proposal there are precious few in the category you talk about recommended for continuation.

Mr. **Ford**. That is right. You want to keep here in Washington the money the Office of Education controls entirely, and send out for distribution at the State level money that Congress has already determined should be spent in a particular way.

Dr. **Ottina**. I believe we are saying a different thing. I suggest if you look at the 1974 budget proposal you will find very few dollars in the category of discretionary controlled dollars and by far the overwhelming category in the category you referred to as State funding.

Mr. **Brademas**. If my colleague will yield, the major lesson I get today, Mr. Carlucci, is probably not the one you hoped for. It is that you have given, by your responses to our questions and by the history of your postures in this administration over the past 5 years, strong arguments to us on this committee for far greater specification by Congress of the purposes for which Federal funds should be spent and for nailing down in each statute a clause, a section that spells out precisely the purposes for which the moneys must be expended, because we have learned that we cannot trust you all down there. And I think that you ought to consider the point that I made originally, Mr. Carlucci, and a point that I made to Secretary Richardson when he was at HEW, namely that the manner in which this administration has ignored the intent of Congress has produced, at least in my observation, rising support not for giving more discretion to the executive branch, but rather rising support for being still categorical, still more specific, because we simply can't trust you.

It is just as simple as that, and I hope that in your consultations, which I hope this hearing will trigger, that you will have in mind what I must reiterate for the umpteenth time that this is uttered in no partisan sense.

In my judgment, what I have been discussing is a constitutionally critical problem with which you must deal and can't pass by on the other side as if it does not exist.

Mr. Ford's questions and my own, I hope, will give you some indication that we are very serious about our concerns here.

Mr. CARLUCCI. As I reflect on this hearing—and I would like to look at the transcript—I think there are differences of views that have emerged. There are perhaps differences in interpretation, understandable differences. But, quite frankly, words like "fraudulent, deceptive, integrity, Watergate, felony," those are very strong words.

Mr. BRADEMAS. They were meant to be.

Mr. CARLUCCI. They are very emotional words, and I would hope that the people who would benefit by these programs are not going to suffer by this kind of emotional exchange.

I can assure you it is our intent to administer these programs as well and as faithfully as we can.

Mr. BRADEMAS. Mr. Carlucci, on March 19 I made a speech at the Council of Foreign Relations in New York, long before Watergate exploded in a big way.

In my remarks there then, I said that in my judgment, the President of the United States and his administration were destroying the fabric of the American Constitution and were destroying the liberties of the American people. I went ahead to make some specifications. I referred to the most sweeping assertion of executive privilege in American history, by Mr. Kleindienst. I referred to the use of the impounding of appropriated funds, not in compliance with statutory mandates, as with title VI in the Civil Rights Act, but for policy purposes, even where Congress had overridden a Presidential veto, as for example, with the water pollution control money.

I referred, of course, to the events associated with Watergate as a calculated and deliberate manner involving the White House itself to subvert the legitimate processes of a Presidential election. I referred to the subversion of the war power in the bombing of Cambodia, on which this House is even this week voting.

So that I was not speaking of a particular event like Watergate in isolation. So when you say to me, Mr. Carlucci, that you are concerned about the use of words like "fraudulent, Watergate and felony," I most respectfully suggest to you that we are in a constitutional crisis in this country right now because this administration has acted in ways that make those words relevant. I am therefore for going back to the Founding Fathers, and one of the points of the Constitution is that Congress is a coequal branch. To reiterate, the legislative proposals and the legislative programs and the manner in which the laws have been administered by the executive branch under this administration, it seems to me, are calculated to subvert and circumvent the constitutional processes in this country.

So I think when we talk about the Better Schools Act or regionalization or decentralization or impoundment, all of these matters, we are talking about the fundamental processes of the Government of the United States.

And there are some of us who believe that "fraudulent" is not too strong a word to apply to the manner in which this administration has conducted the affairs of this country.

I think at this stage of the game it ill becomes you to be too distressed as a member of this administration that Members of Congress should have to speak in this manner. We are not the ones responsible for what has been going on in this country for the last several years.

Mr. CARLUCCI. I wasn't expressing distress as much as I was expressing concern that whatever crisis you think exists not affect the delivery of programs to the people that we are all trying to serve.

It seems to me that our efforts ought to be directed toward overcoming whatever kind of crisis may exist.

Mr. FORD. Our problem, Mr. Carlucci, is not whether we all want to get to Heaven by slightly different roads, the problem is—I agree with what John said about Watergate—it is a syndrome.

You sit over there in the Office of Education. If you want to come to this Congress and get us to legislate as a policy that we ought to fragment the administration of these programs across the country so we virtually abandon programs with which we have just started to make some impact in migrant education, for example—you ought to lobby for that—testify here and on the other side I think that is the way it should be done.

That is not the way you are operating, not the way the Office of Education operates. You try to do it by writing fancy guidelines, and are trying to change the public policy as expressed by a law, passed by the Congress, and signed by the President.

Mr. BRADEMAS. Last year I went through the experience on the so-called education renewal proposition, where you again were trying to make public policy by Executive fiat. Mr. Carlucci, we on this committee do not come as innocents to these matters, without experience in dealing with you people at HEW.

You know what I am talking about, Dr. Ottina. You tried to put in place by Executive fiat this new program of educational renewal, and it was resisted here for two reasons. One was on substance. A disagreement on this basis is fair enough. If we have a difference on substance, that is fair enough. It is above the board.

But the second reason we resisted the educational renewal idea is that you tried to subvert the legislative process by not bringing it up for consideration as legislation. That method is what we resent. It is indeed fraudulent.

You were not in the administration, Mr. Carlucci, and had nothing to do with this particular proposal.

Mr. CARLUCCI. One of the points the Secretary made when he looked at that proposal was that this was something he would have to consult with the Congress. He concluded it was difficult to consult with the Congress, and we have not been back.

Mr. BRADEMAS. We mandated that you come up here on the renewal proposal. I was one of those who wrote that mandate. I know what I am talking about.

Mr. **Carlucci.** I was giving you the reaction of the Secretary.

Mr. **Brademas.** We have gone on much too long, and I want to commend you for your patience in putting up with a couple of very irritated and annoyed members of this committee. I think it is lovely that we all live in an era of good will and that we want to get along with each other.

The final advice I want to leave with you, Mr. Carlucci, is this: Obey the law, follow the Constitution, be honest.

Mr. **Carlucci.** Mr. Chairman, we like to think we are.

Mr. **Ford.** The biggest thing now on both sides of the aisle on this committee, you have converted for the most part a majority of the people considering elementary and secondary education. That is what this committee is talking about this morning. They are the people who wrote the Elementary and Secondary Education Act, and wrote the changes over the years. We made mistakes, made corrections. We had long drawn out discussions with your predecessor, Dr. Ottina.

Every time there was a vehicle for change, we argued whether policy should go this way or that way, we compromised, dealt with the White House, and as a result of all that, laws were passed.

But now you go steps further. You suggest to me title I could be improved by further concentration, but you don't come to the legislative committees and ask us to legislate that concept. You attempt to redirect the program by tightening the guidelines around the local administrators.

Maybe they have not told you in your office, but this committee had over 30 days of hearings on your assistance bill, with 250 witnesses, and not one witness from any parts of the country would endorse the bill.

But in the process, we discovered they are unhappy about the present programs, not because of what the statute says, but the way in which they are being administered. You are forcing local school people to turn this title I program into a poverty program, which it was never intended to be. You don't come to us and say, "Turn this into a poverty program."

You are going to see this, if it comes out, come out with all kinds of strings attached. I believe when we go to the school constituency you and I serve all across the country, school administrators will come down on our side in tying those strings, because they have no confidence in the way these programs are administered.

We wrote the maximum amount of flexibility for the administration over there. In the early days, the programs were administered by people who were advocates for change and improvements. Now we see the tightening up process going on.

We can expect that from the Budget Bureau sometimes. They are supposed to have a sharp pencil, a green shade, and disregard the policy and cut the dollars back.

But you are blindly carrying out that program and subverting the intent of the legislation that created these programs. Nowhere have you done a better job in setting up an administrative wrecking job than in title I. In the last 2 years, you have virtually destroyed the confidence of the school administrators in the viability of title I.

Mr. **Brademas.** The committee stands adjourned.

[Whereupon, at 12:35 p.m., the subcommittee adjourned, to reconvene at the call of the Chair.]

[The report referred to earlier in the hearing by Chairman Perkins follows:]

ALLOCATION OF FEDERAL COMPENSATORY EDUCATION FUNDS ON THE BASIS OF PUPIL ACHIEVEMENT TEST PERFORMANCE

(By George Madaus[1] and Richard F. Elmore[2])

This statement represents the individual views of its authors, and not those of the Harvard Graduate School of Education, Boston College, or the Huron Institute.

As part of its comprehensive review of federal legislative authority on elementary and secondary education, the General Education Subcommittee has before it H.R. 5163, a bill which would, among other things, amend the existing Title I allocation formula. The present allocation formula would be replaced by a procedure whereby pupil test performance rather than parental income level would determine "educational disadvantage".

Congressman Quie, in his remarks introducing the bill, discusses the two most serious faults of the present formula. The first lies in the imperfect relationship between the income standard of the present Title I formula and the actual achievement level of pupils. As Congressman Quie indicates, learning problems are probably much more widely distributed in the population of school-aged children than the present Title I formula acknowledges. While there may be high concentrations of children with learning difficulties in the income category defined by the present formula, these difficulties are by no means limited to that group. To the extent that the present formula ignores the incidence of learning problems in a large portion of the school-aged population, the formula is seriously flawed.

Second, Congressman Quie observes that the use of decennial census data for purposes of allocation creates additional problems. As much as 14 years may transpire between the time census data is originally collected and the time it is replaced by up-dated information. In this period of time the entire school-aged population turns over and, very likely, appreciable population shifts also occur. We fully concur in Congressman Quie's criticisms of the existing Title I formula and agree that the time has come to consider alternative strategies of allocation.

To appreciate the full significance of the present proposal to allocate federal education monies on the basis of test performance, one need only briefly recall the history of congressional action of federal aid to education. For more than 15 years—from 1948 to 1964—the Congress attempted without much success to devise an allocation formula for a major educational aid program. Each successive attempt during this period produced a formula for determining educational need that was based on the principles of state equalization laws. The criteria most frequently used were total school attendance, per pupil expenditure, and state per capita income.[3] With the passage of the Elementary and Secondary Education Act of 1965, a dramatic change occurred in the federal government's policy for determining educational need. The Title I formula acknowledged for the first time that the allocation of federal funds should be based on a determination of how many children in a given state were in need of special educational assistance. Now, with the introduction of H.R. 5163, the Congress is faced with another major educational policy decision—whether to mandate a nationwide testing program which will provide the basis for what is argued to be a further refinement of federal criteria for determining educational need. Such an important decision, we feel, merits the close attention of federal policy makers, the educational and research community and the public at large.

There is one major practical drawback with H.R. 5163 that should be noted at the outset. In each of its previous considerations of allocation formulae, the

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[3] For examples of these formulae see: *Congressional Record*, 80 Cong., 2d sess. (1948), 3293–4; and *Congressional Record*, 87 Cong., 1st sess. (1960), 8045–6 and 9064–6. A review of major attempts to devise federal aid proposals during this period is given in Frank J. Munger and Richard F. Fenno, *National Politics and Federal Aid to Education* (Syracuse University Press, 1962).

Congress has been able to determine before it enacts a law precisely what the allocation of federal funds will be, on a state-by-state and county-by-county basis. This has been possible because the criteria for allocation have always been the kind for which there is an abundance of data available. In the case of proposals to allocate funds on the basis of test performance, however, we have at present no way of determining the distributional effect of alternative proposals either among or within states. In short, it is not possible at the moment to determine whether, or to what extent, proposals like H.R. 5163 will change the present distributional pattern of Title I. Later in this statement we will suggest some ways information of this kind might be gathered to assist Congress in making a decision.

We would be remiss if we did not also note that present proposals to make the Title I formula more accurately reflect educational need arise at a time when educational researchers and evaluators are perhaps less confident that they have ever been about how to assess need and how to measure the effects of educational programs. Following on the heels of the Coleman study (1967), there have been a number of studies to determine how school resources affect student achievement on standardized tests and what these test scores tell us about a person's chances for success in later life. The message of these studies is that existing differences in school programs seem to have little effect on test scores, and that the test scores themselves bear only a weak relationship to success in later life (Moynihan and Mosteller, 1972; Jencks, et al., 1972; and Averch, et al., 1972). This evidence has provoked a serious and far-reaching debate on matters that educational researchers and evaluators had previously accepted as articles of faith. Hopefully this debate will eventually result in the resolution of a few basic questions of educational program evaluation. There are some encouraging signs. Smith has recently concluded in an evaluation of preschool educational programs in Head Start Planned Variation that the lack of effects in such programs may be due to the insensitivity of existing standardized tests to curriculum differences (Smith, 1973). This committee has heard similar testimony from advocates of criterion referenced testing. Overall, it should be noted, however, that the state of the art in educational measurement and evaluation is, and will be in the near future, in a profound state of flux. This suggests that the Congress should proceed cautiously. It also suggests that the measurement problems raised by H.R. 5163 might fall within the purview of the National Institute of Education.

Congressman Quie proposes that a Commission be established which shall "arrange for the development and administration of a test or tests designed to produce data showing the estimated number of educationally disadvantaged children in each State and in all the States".

In the following section of this statement we will discuss in some detail the major provisions of H.R. 5163 that involve the work of the Commission. Specifically, we will treat those provisions of the bill which mandate: (1) the use of criterion referenced tests; (2) the allocation of federal funds based on test performance; (3) the creation of a federal-state external examinations system; (4) the establishment of national standards on what constitutes educational disadvantage; and (5) the implementation of individualized instruction and parent participation in local Title I programs. In brief, our argument in this section is that there is good reason to doubt that, as Congressman Quie has said in his introductory remarks, "the expertise and the technology does exist to install this new method of allocation". Having indicated what we think are the major questions raised by H.R. 5163, we will, in the final section of this statement, suggest how these questions might be answered.

1. CRITERION REFERENCED TESTING

While H.R. 5163 does not mention "criterion referenced" tests by name, it does require that the tests used to determine state allocations be designed to measure performance in terms of what children should know or be able to do at a given age or grade level. In effect, this mandate implies the development and use of criterion referenced instruments. Congressman Quie, in his speech before the House, is more specific: ". . . through the use of a criterion referenced test we could determine how well the average third grader should be able to read, test third graders to determine how many fell below that expected level of competency, and then allocate funds to be used to bring those students up to the expected level." (Congressional Record, 1973).

In criterion referenced testing, emphasis is placed upon "What has the student achieved?" rather than "How much has he achieved relative to his peers?" The interpretation of a student's performance on a criterion referenced instrument is absolute and axiomatic, and in no way depends on how others taking the same test perform (Airasian and Madaus, 1972). In a norm referenced test, a student's performance is judged in relation to the performance of a norm group.

However, it is essential to recognize that, as a practical matter, criterion referenced information can be easily interpreted as norm referenced information. Herein lies a very basic issue in the broad-scale use of criterion referenced tests. An historical example will illustrate the point. Ballow (1916) describes a procedure whereby Boston teachers were required to draw up a list of words that all students should be able to spell by grade eight. In addition, requirements for the study of English were stated in precise behavioral terms, and all students had to successfully exhibit these behaviors in order to graduate. However, as these exercises came into general use in the Boston schools, the percentage passing each item or exercise began to serve as a standard by which one would judge whether a class or individual was above or below the general standard for the city. In other words, a norm referenced criterion—how the student did relative to his peers—replaced the performance criterion of whether or not he was able to manifest a particular behavior or spell a given word judged appropriate for that grade by teachers. The use of criterion referenced tests, then, provides no guarantee against the drawing of norm referenced comparisons. Under HR 5163, the relative standing of each state in terms of the percentage of disadvantaged children identified by a criterion referenced test is, undeniably, norm referenced information. This information would presumably be public and could be used to draw comparisons among the states for any of a variety of political reasons.

It is precisely this possibility that caused early opposition by state school superintendents to the National assessment of Educational Progress (NAEP). In other words, it would be misleading to argue that the broad-scale use of criterion referenced tests would automatically inaugurate a new era in which norm referenced comparisons would no longer be made. The possible uses of public data cannot be fully determined in advance, but the issue of data use should be explored thoroughly before a nationwide testing program is implemented.

A second important issue with regard to the use of criterion referenced testing implicit in HR 5163 is whether we presently possess the capacity to develop and administer such tests on the scale required by the bill. Congressman Quie has argued that—

> ". . . the National Assessment uses the same type of testing instrument which I have specified in my legislation—the criterion referenced test." (Congressional Record, 1973)

It is essential to recognize, however, that NAEP exercises are *not* criterion referenced tests. They are individual items or exercises that do not readily lend themselves to a summary index or metric that all allocation formulae would presumably require. J. Stanley Ahmann, Staff Director of NAEP, acknowledges this problem in his testimony of March 28 to the House Committee on Education and Labor.

> "For each (NAEP) exercise the percent of the group responding correctly as well as incorrectly is reported. No composite and/or index to reflect the degree children are educationally disadvantaged is computed. Furthermore, no value judgments about degrees of success or failure are made. In all probability, allocation of funds on the basis of reading and mathematics achievement data would require the computation of an index or some other type of statistical summary. Hence, a separate study of this matter would be needed."

This derivation of a metric is not an insurmountable problem once value judgments about performance standards have been agreed to and items have been built and pretested. However, this process will take time. It is not as if everything were ready to go and only had to be assembled once the legislation passed. In point of fact, criterion referenced tests are few and far between and standards for item analysis, validity and reliability do not as yet exist. The psychometric properties of a criterion referenced test have not been fully explicated and the effect of these properties on traditional concepts of test reliabiltiy are only now beginning to be studied. Until the theoretical and methodological underbrush surrounding the concept of criterion referenced tests is cleared away, it is premature to allocate large sums of money on the basis of such a technique.

A third issue raised by the testing provisions of H.R. 5163 is the construction of a nationwide sample for the determination of state allocations. Congressman Quie has argued that a test administered to 3,000 children at any grade given level will produce results which accurately predict the needs of all children at that age level. This could mean 36,000 children nationally or 1,800,000 if it were done separately for each state. Joseph Dionne, in his testimony before this committee, suggests a figure of 3,000 pupils from each state, or approximately 200 pupils per grade is appropriate. Later, Congressman Quie states that a program of criterion referenced testing at three age levels could be conducted for about 5.3 million dollars annually. This later statement implies a plan similar to that employed in Michigan, where testing was conducted at two grade levels and the percentage of disadvantaged pupils identified used with aggregate enrollments at other grades to determine eligibility. (Incidentally, Michigan is planning to eventually test at all grades, K–6, to more accurately determine eligibility.)

These inconsistencies in numbers might seem relatively trivial, or at least capable of resolution, by the Commission after its formation. However, accurate cost estimates for alternate ways of administering a national program like the one envisioned in H.R. 5163 are needed before passage.

Our experience with the large-scale national evaluations of the Head Start and Follow Through programs could provide us with valuable insights into sampling and cost problems. These programs generally sample intact classrooms and must use specially trained administrators and monitors. Teachers are not used to administer these tests because of the large variability in quality of test administration this would introduce. It would seem, however, that HR 5163 requires sampling of individual students rather than intact classrooms. This means that large numbers of pupils will have to be located, taken out of class and administered the test. The length of the test, the number of children, scoring and reporting factors, data preparation and storage would all substantially affect the costs in nationwide testing programs. It is impossible to say with any confidence what an effort like this would cost without detailed analyses of alternative sampling, testing, and data handling strategies. It should not be uncritically assumed that these costs would constitute a negligible proportion of total program outlays. They might, in fact, be so high as to prompt a major reconsideration of the basic provisions of HR 5163.

A final question, related ultimately to cost, is the desirability of allocating funds to the states on the basis of criterion referenced tests but not specifying the type of test used by the individual states to allocate funds to the LEA's. LEA's are not required by the terms of HR 5163 to use criterion referenced tests to identify individual children for treatment. If the federal level tests do not correlate highly with the state and local tests, then it is conceivabe that an unknown segment of the federal target population will fail to qualify for compensatory programs.

Of course, the initial sample for federal testing might be increased in size and strata to include each district in every state, but now costs and political complications increase. Another alternative is that criterion referenced tests might be made available to states, but this would dramatically increase test development costs. Or states may be allowed to use commercially available norm referenced tests or state assessment tests for allocation purposes. In any event, the cost of these additional testing programs, including the mandate for yearly evaluations of programs at the state and local level should be calculated so that the overall testing costs can be determined.

Finally, and perhaps most importantly, it is essential to ask whether criterion referenced tests are the appropriate instrument for determining broad-scale allocation of funds. Criterion reference tests are, by definition, closely related to instructional objectives and they presuppose a clear definition of the criterion skills. The more complex or loosely structured the content area or the behaviors to be measured, the more difficult the task of test development. The kind of objectives that might be appropriate for the nation as a whole—after they've been considered, reconsidered and bargained over by a high level national commission—simply might not be measurable by anything resembling a legitimate criterion referenced test. We have suggested, contrary to a number of the witnesses before the committee, that the state of the art in criterion reference testing is, at the moment, fairly primitive. The curriculum-specific quality of criterion referenced tests, coupled with the low probability of setting highly specific national standards, leads us to suggest that we attempt to learn more about the design and use of such tests before they are used for the purposes stated in H.R. 5163. One way of accomplishing this purpose is to focus our efforts on a single specific problem, like the evaluation of existing compensatory education programs. To date, standardized norm referenced tests have been used in most Title I evaluations. These tests are designed in such a way as to maximize differences among individuals, and in accomplishing this end, they are relatively insensitive to differences in instructional approaches. The lack of positive findings in evaluations of compensatory programs may simply be a function of this test insensitivity. The concentration of resources on the development of criterion referenced tests for specific program evaluations would have a much better payoff in the long-run development of the state of the art that an immediate attempt to use them for a nationwide distribution of funds.

2. ALLOCATION OF MONEYS ON THE BASIS OF STUDENT TEST PERFORMANCE

The allocation of public funds to schools on the basis of pupil test performance is not a new idea. Basically there have been two approaches to linking payment to performance. The older of the two—a system known as payment by results in 19th and 20th century England and Ireland—awards moneys to "successful" test performance. The second approach, the Michigan Chapter Three plan, more closely resembles the Quie bill in that it allocates funding on the basis of a demonstrated failure to meet a specified level of competency. There is much to be learned relevant to H.R. 5163 from the experience of both approaches.

Payment by results

Any mention of payment by results immediately brings to mind recent experiments with performance contracting. However, the idea and practice are considerably older. A glimmering of the concept was contained in the 1799 recommendation by a Select Committee of the Irish Parliament that payment of teachers "should consist partly of a fixed salary and partly of rewards proportioned to their exertion and success." This bill did not survive the 1800 Act of Union which removed educational responsibility for Ireland to the Parliament at Westminster.

However, the idea lived on. In 1820 Bell proposed that the National Society (an educational society devoted to the service of the Church of England) pay its teachers according to the results of their efforts. The "Minutes of 1846" introduced into both Houses of Parliament proposed that normal schools receive a bonus based upon the number of student-teachers successfully passing an annual examination set by Her Majesty's inspectors. In 1856 the Art Department of the Science and Art Department of the Board of Trade authorized payment to teachers on the basis of examination results.

The idea of "payment by results," then, was not unknown when in 1858 the Newcastle Commission, the first comprehensive survey of English elementary education, recommended "a searching examination by competent authority of every child in every school to which grants are to be paid with the view of ascertaining whether these indispensible elements of knowledge are thoroughly acquired and to make the prospects and position of the teacher dependent to a considerable extent on the results of this examination."

This section of the Newcastle report was incorporated in the Revised Code of Educational Policies in 1962 and marked the beginning of the wide-scale use of payment by results in English education. Morris (1972) has described payment by results as a system of organized productivity awards. The "results" era lasted in England until 1897.

A similar Code was proposed for the schools in Trinidad in 1870 and was employed in the Irish National (Elementary) Schools from 1872 to 1900. Payment by results persisted in Irish intermediate and secondary schools until it was abolished in 1924.[4]

These payment by results plans differ in one essential respect from the Quie proposal. First, under these older systems, payment was made on the basis of satisfactory student performance, while Congressman Quie proposes allocating money on the basis of unsatisfactory test performance. While the older systems had a built-in "success" incentive—theoretically, at least, the greater the number passing the exams, the greater the amount allocated—the Quie bill in its present form implicitly contains a negative incentive. In effect, HR 5163 penalizes those states or LEA's most successful in improving reading and mathematics by reducing the amount of funds they would receive relative to those who were less successful. The educational and political effects of such a negative incentive are unknown. It would appear to be of the utmost importance to make some attempt to determine what these effects might be before embarking on anything so permanent or far-reaching as the changes implied in HR 5163. We will suggest later some ways this might be done.

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[4] Given the contemporary issue of aid to non-public schools, an interesting sidelight of payment by results was that it was a device used to make public monies available to church and private schools.

The historical evidence of the payment by results era indicates that even the existence of a positive financial incentive is no assurance of good results. The examination used to judge performance began to determine not only what was taught but how it was taught. In this regard, Chief Inspector Holmes (1911), recalling his experience in Irish schools during the results era, observed:

"Wherever the outward standard of reality (examination results) has established itself at the expense of the inward, the ease with which worth (or what passes for such) can be measured is ever tending to become in itself the chief, if not sole, measure of worth. And in proportion as we tend to value the results of education for their measurableness, so we tend to undervalue and at last to ignore those results which are too intrinsically valuable to be measured."

Holmes makes an interesting but presently unfashionable observation: the major effects of schools are probably not quantifiable. His observation has strong contemporary implications. There currently is a strong tendency in interpreting research results for public policy purposes to equate what is measured in these research studies with "what schools are all about." The Colemen, Plowden and Jencks findings, for example, support with overpowering statistical analyses the argument that certain variables such as per pupil expenditures, teacher experience, physical plant, etc. (for years taken for granted to be related to school outcomes) have little relationship to measured student achievement. It has been too easy to conclude that what has been measured in these studies is coextensive with the overall functions of schooling. It would seem that we need to be continually reminded that tests, regardless of the particular testing philosophy they represent, give us only a very primitive and grossly simplified representation of the performance of individuals and schools. It is clearly possible, however, for tests to have an influence on schools far out of proportion to their ability to accurately describe reality. This ought to lead us to be quite cautious and circumspect in our reliance on test scores for major policy decisions.

There is evidence, for example, from the payments era that were negative effects on teachers and students associated with linking a financial incentive to test performance. Briefly, teachers emphasized those skills which led to success on the exams at the neglect of other educational goals. Matthew Arnold, somewhat cynically but not without reason, observed that—"the school examinations, in view of payment by results, are . . . a game of mechanical contrivance in which the teachers will and must more and more learn how to beat us." An outcome not unique to the 19th century, or to teachers, given our present experience with entrepreneurs in performance contracting.

A second and related effect is the practice of "cramming". Students were drilled in the contents of required texts or examinations until they knew set answers by heart. Whether this teaching for the test would occur if the HR 5163 became law is, of course, problematical. Popham, in his testimony before this committee in support of HR 5163, argues that teaching for the test is not necessarily reprehensible:

"Contrary to the wide-spread belief that teaching to the test is an instructional sin, we must recognize that if the test is truly defensible, then we should applaud those who can teach pupils to master it. The kind of test which will be defensible is not a particular set of items, however, but a sample from an almost infinite number of items that could be generated from our well described criterion. In other words, we should not be teaching to a given set of 10 double-digit multiplication problems, but instead to any set of 10 double-digit multiplication problems randomly selected from a well defined item pool. Thus the learner acquires mastery of a class of skills, not a limited number of items reflected by a particular test. This approach is central to proper use of criterion-referenced testing."

This argument is valid only if a sufficiently large item pool for each objective can be identified so that random sampling techniques can be used to draw items for pre- and post-test measures. This is by no means an easy job. Since an objective is a statement of content and behavior, the complexity is increased and a clear explication of item domain which is necessary for determining content validity becomes very difficult. The determination of the construct validity of the behavior defined also poses difficult problems.

A third side effect of the "results system" that needs careful scrutiny is that the common examination provided a basis for inter-school comparisons that, according to the Irish Intermediate Board of Education, "forced (the schools) into competition with one another—a competition which is naturally injurious to the best interests of secondary education" (1911, pp. xi, xii).

This inter-school competition had the effect of inhibiting innovations and forcing all schools into the same mold. H.R. 5163 mandates that tests be uniformly administered in such a way "as to produce results in each State which are suitable for comparison with those in every other State". Inter-district comparison would necessarily follow from the data generated by the State level testing program. It is naive in the extreme to expect that a comprehensive system of nationwide and statewide testing, tied to financial support, would not have some homogenizing effect on school programs. And it is at least arguable that, in the face of our present lack of confidence about which kinds of school programs are most effective, we ought to be encouraging more experimentation and more innovation instead of creating incentives for uniformity. We will return to this concern in our later discussion of those provisions of H.R. 5163 requiring individualized instruction.

This brief discussion of the payment by results era suggests, first, that proposals to allocate funds according to test scores are not unique to this country or to this point in time, and second, that there is much to be gained from taking a hard look at historical evidence on the effects of such systems. Historical evidence, by itself, cannot provide the basis either for rejecting or accepting proposals like H.R. 5163, but it can tell us a good deal about potential pitfalls imbedded in such proposals.

The Michigan plan

Unquestionably, the one existing system of linking financial allocations to test performance that most closely resembles the Quie proposal is the one currently in operation in Michigan. Under Chapter Three of Senate Bill No. 1269, state funds for compensatory programs are allocated to LEA's on the basis of the number of pupils in K–6 who, on the basis of a State-wide testing program, are found in need of substantial improvement in the basic skills of reading and/or arithmetic. Like H.R. 5163, the Michigan bill operationally defines those eligible for compensatory programs on the basis of test performance rather than on demographic and economic indices.

Congressman Quie points to the Michigan Chapter Three plan as "proof positive that the distribution of funds on the basis of test scores does work" (Congressional Record 1973). While it is true that the distribution of funds can be linked to test performance, it is far from clear that the Michigan Plan demonstrates the workability of a plan like that embodied in H.R. 5163.

First, unlike the Quie proposal's call for criterion referenced tests to determine the percentage of educationally disadvantaged children in a state the Chapter Three program uses a norm referenced instrument, the Michigan Educational Assessment Test, to determine eligibility. Further, instead of assessing pupil performance at all grade levels, the percentage of pupils performing below the 15th percentile in grade 4 was multiplied by the aggregate enrollment of the district in grade K–4 to establish the percentage of eligible pupils. As identical procedure using grade 7 results was employed to obtain percentage eligible for grades 5 and 6. In other words, two of the most important practical problems to be encountered in the implementation of H.R. 5163—the development of criterion referenced tests and sampling at all grade levels—to date simply haven't been faced under the Michigan plan.

Secondly, the Michigan plan, unlike HR 5163, has mandated a positive incentive plan. The Chapter Three program has been described by the Michigan State Department of Education as a three year performance contract between the school district and the state. A one year waiver on fiscal accountability was granted for 1971–72 so that the mechanics of the incentive plan will not be operative until the end of the 1972–73 academic year. At that time, the fiscal accountability provision will work as follows: For each pupil achieving 75 percent of the stated objectives agreed on by both the state and LEA, the school district would receive full allocation ($200) per pupil for the following fiscal year. For each pupil achieving less than 75 percent of the negotiated objectives, the district would receive an amount proportional to the gains attained.

Attaining 75 percent of the stated objectives sounds as if the allocation process under the incentive plan is based on criterion referenced measurement. But in fact, the allocation process continues to be based on norm referenced considerations. This occurs for two reasons. The first is the absence of suitable criterion referenced tests. Stake (1972) points out that "creating and field testing new test items is a difficult, time consuming, costly task". For a local performance contract, the cost of developing "their own criterion items could easily exceed the entire cost of instruction" (p. 19). Second, the state mandate initially called for a month's growth for each month of instruction on a standardized achievement test chosen and administered by the LEA, in order to qualify for full funding the succeeding year. However, a compromise was reached providing that each pupil would need to gain three quarters of a month in grade equivalent points for each of nine months. In other words, the performance objectives of the Michigan Plan are stated in terms of grade equivalent gains on norm referenced tests, not on criterion referenced measures.

Finally, if one looks closely at the mechanics of the Michigan allocation procedure, the relationship between educational gain, as measured by norm referenced tests, and the allocation of state funds is not nearly as direct and straightforward as it first appears. One example will suffice to illustrate the complexities raised by the plan. If a student in the fall of grade 2 has a total reading score at the 15 percentile (the eligibility point) on the Metropolitan Achievement Tests, his approximate grade equivalent score is 1.3 years. If he gains 6.75 months (the criterion for full allocation—75 percent of nine months) in each of the next three years, his grade equivalent would be 3.3. Now if we add two months for the expected growth built into the norm table for two intervening summers, then his grade equivalent at the end of grade 4 would be 3.5. (This expected summer growth is for a child at the median; a child at the 15 percentile would almost certainly gain less over the summer.) But the student's actual grade placement at the end of the performance contract would be 4.9. Thus he would still be 1.4 years behind the median performance for his grade level despite meeting the "growth" criterion each year. In terms of grade equivalent, he is actually twice as far behind as when the compensatory program started. However, his relative rank in the norm distribtuion has risen to the 24 percentile. Hence, by one norm referenced standard (percentile rank) the child's performance has improved, but by another standard (grade equivalent) he has lost ground. To add to the confusion, all this has taken place under circumstances in which the child has fully met the performance standards (75 percent increase per year) specified by the Michigan Plan.

What has happened is that the eligibility for admission is set at the 15 percent while the continuing allocation formula is set at roughly the 25 percentile. That is, 6.75 is the gain needed for a pupil at the 25 percentile to remain at the point in the distribution from year to year. The student at the 15 percentile, then, who gains 6.75 months per year will eventually move up very close to, but never quite attain, the 25 percentile. In effect, then, Michigan has decided to roughly double the learning rate of the bottom tail of the distribution but settle for eventual performance at around the 25 percentile.

The relationship between pupil performance and funding is further confused by the fact that, on the average, a student's gain score in terms of the grade equivalent metric is in error by 1.01 years (Stake, 1971). In other words, for any given student grade equivalent gain score, the error is larger than the number of months gain necessary to qualify for full funding. Stake (1971) points out that a better way to indicate true gain is to calculate the discrepancy between actual and expected final performance or to use group means as indicators of growth.

One way of computing expected gain would be to calculate the "gain" needed to remain at the same percentile and then add a certain amount for "extra" gain so that he will be moving up in the distribution. A better method of determining expected gain would be to compare the performance of those receiving compensatory treatment with a "control" group. For example, once eligibility has been determined, children might be randomly assigned to treatment and control groups for purposes of such a comparison.

In order to evaluate the overall effectiveness of the Michigan compensatory program, a series of pre- and post-achievement test comparisons were made for each grade in each district. The measures were commercially available standardized achievement batteries chosen by the district and approved by the state department. A different measure was used by the LEA for initial classification of eligible students in order to avoid regression to the mean. Most of the correlated "t" values are significant beyond the .01 level of confidence. However, statistical significance is not the issue. Since mean grade equivalent scores were used in the analysis, a gain of some amount is built into the norm table. What is needed instead of a "t" test is a comparison of actual growth on an appropriate metric with some sort of expected growth—the same problem inherent in the continuing allocation formulae.

A peripheral issue related to these pre- and post-test scores is that of policing test administration at the local level. There is presently no mechanism for checking on the administration, scoring, and recording of these local tests which play such a vital part in the operation of the total program.

The evidence suggests, then, that there is some cause for skepticism about whether the Michigan Plan constitutes "proof positive" of the effectiveness of allocation systems based on test scores. Neither is it entirely clear whether the Michigan experience will, in the immediate future, answer some of the most pressing practical problems entailed in HR 5163—specifically, problems rising out of the development and use of criterion referenced tests and problems of sampling at all grade levels. However, it is important to add that there is nothing in the Michigan case to suggest that the ideas embodied in HR 5163 are unworkin the Michigan experience might best be thought of as a natural experiment where, over the next few years, it should be possible to study the operation and effects of a particular test score allocation system. Rather than simply asserting that the system works, on the basis of testimonials by people directly involved in its administration, the federal government ought to launch is own independent evaluation of the plan.

3. A STATE-FEDERAL EXTERNAL EXAMINATIONS SYSTEM

The de facto inauguration of two external examination systems accomplished by H.R. 5163 is perhaps the most troubling aspect of the bill. A system of external examinations—tests constituted and administered by an agency external to the schools—while not unknown in American education, is a rather alien concept, more common to British or European systems.

Perhaps the first written external examination in the United States took place in 1845 with the annual examination of the "first class" of the Boston grammar schools. This examination, set by a committee of the Board of Education, was the idea of Samuel Gridley Howe, who consciously modeled it after written examinations used in Europe at the time. The hidden agenda behind this move to written exams was political and involved the gathering of data for interschool comparisons that could be used in decisions concerning the then annual appointment of headmasters.

The New York State Regents examinations and the CEEB exams are two contemporary examples of external examinations in the United States. Both have a history of exerting a strong influence on what is taught in the school, and on how it is taught. Present state-wide assessment projects likewise could be considered external exams; however, their impact on schools, teachers and pupils is at best minimal. The Michigan program is perhaps the single exception. There the impact needs to be documented as the program develops. It is too early yet for effects to be manifested.

The effect of the external examination on the behavior of teachers and children is directly proportionate to the magnitude or importance of the decision to be made on the basis of the results. For example, we saw previously that when direct financial incentives were tied to pupil test performance during the results era in Ireland and England, these exams exerted a strong influence on the instructional process and inhibited curriculum experimentation.

The stronger the effect of the exam on teachers and students the stronger the influence of the external agency, directly, or indirectly, on the curriculum and on local control over what is taught. In a situation where there are strong incentives, either financial or personal, to do well on the exam, then in fact the external agency becomes an extremely powerful factor in the educational system.

Madaus and MacNamara (1970), Airasian, Kellaghan and Madaus (1971) and Srinvasan (1971) have made extensive reviews of the positive and negative effects associated with various external examination systems. There is no need to reiterate these findings here. This country has had relatively little experience with a national state external examination system extending from K–12. Consequently, before H.R. 5163 becomes law, a thorough study of the effects of historical and extant external exam systems is in order, before we take a major step toward a national testing program that mandates inter-state and interdistrict comparisons and is linked to strong financial incentives.

Furthermore, under H.R. 5163 individual states select the measures to be used to determine the number of educationally disadvantaged children in each district. However, the determination of the validity of the exams chosen by each state is reserved to the Commission. This power to certify the validity of the state level examinations could become a powerful mechanism for federal control. Further, it could mean that separate validity studies would need to be undertaken if a state's testing program or the Commission's ruling on validity is challenged in the courts.

To date most of the court cases have been in the employment area. The validity and fairness of several commercial and civil service tests have been successfully challenged in the courts by individuals and civil rights groups. The courts have ruled that the job relatedness (content validity) of the test used in employment must be demonstrated.

If the allocation of large amounts of money becomes linked to test performance, then educational testing will quickly acquire the same societal importance that caused employment testing to be challenged in the courts. It is highly probable that concerned parties will begin to challenge the validity and fairness of the instruments used at both the state and federal levels. As a consequence, before a proposal like H.R. 5163 is enacted, a careful study of court cases relating to testing should be undertaken. Lawyers and test experts would have to give detailed attention to the precedents that might be used in arguing against various aspects of an external examination system so that the certification of validity by the Commission encompasses any precedents involving test validity.

4. THE ESTABLISHMENT OF NATIONAL PERFORMANCE STANDARDS IN READING AND MATHEMATICS

The determination of performance standards for age or grade levels would be a crucial task facing the proposed National Commission, since departure from these performance levels serves as the basis on which funds are to be allocated. Since the allocation formula is inextricably linked to these age or grade level performance standards, alternate methods of setting these national standards need to be carefully studied.

Congressman Quie argues that the procedure used by the National Assessment of Educational Progress (NAEP) is an alternative that could readily be used by the Commission. Basically, NAEP commissions subject matter specialists to develop a series of objectives for a given age group. A panel of citizens from various parts of the country review these objectives to see whether they are clearly stated; important for young people to attain; of value in modern society; and appropriate for designated age groups (NAEP, 1973). The results of these panel reviews are returned to the original subject matter specialists for another review. Finally, a nationwide sample of 400 elementary through high school teachers and state curriculum supervisors evaluate the objectives.

Those objectives that survive are turned over to item writers who in turn develop exercises to measure these consensus objectives. Items are developed for three levels of difficulty: easy (90 percent level), medium (50 percent level) and hard (10 percent level). Model items are tried out to empirically determine difficulty levels. However, only a small fraction of the exercises used are pretested for difficulty; instead, the item writers judge the exercise's difficulty level. Their success in so rating exercises is spotty. For example, two reading exercises both rated as easy (90 percent difficulty level) were answered correctly by 83.4 percent (release 69091) and 26.9 percent (release 61201), respectively, of the nine-year-olds sampled.

A vital issue somewhat neglected in this process is that of content validity of the various exercises for a given objective. The question of how well a given exercise or set of exercises constitute a representative sample of behaviors to be exhibited over a desired performance domain is a problem of content validity. The content of a given task should be able to be checked against an appropriate task universe. However, by way of example, the task domain of a "typical newspaper paragraph" that a given age group should be able to comprehend has never been clearly specified by NAEP.

The procedure followed by NAEP does not result in any absolute performance standard, and furthermore, produces no useful metric upon which to determine a cutting point below which a student is classified as educationally disadvantaged and hence eligible for funding.

Even given a system in which it is theoretically possible to specify national performance standards, however, it is problematical whether it will ever be practically possible to construct a single nationwide standard which will satisfy everyone as being empirically sound and fair. There will be, one suspects, considerable differences among regions and states in the incidence of children who could be considered educationally disadvantaged by any standard. A very low standard would result in a large allocation of funds to a few states at the expense of a large number. A relatively higher standard would shift funds away from those states with the most obvious need to those with less obvious needs. These are familiar problems to this committee. The important point is that the setting of national standards has far-reaching political implications; and it is impossible to simply brush these implications aside by assuming that it is possible to specify some absolute standard of educational disadvantage. There will be disagreements among educational researchers, among administrators, and among members of Congress over what constitutes an adequate standard; and these disagreements will, no doubt, be influenced to a great degree by the effect of a given standard on the allocation of funds among states. Under these circumstances it is absolutely essential for the Congress and for state and local administrators to have some prior knowledge of the distributional effects of alternative standards. At the moment, information of this kind is not available.

There is considerable evidence to indicate that the standards used to allocate funds by test score in no sense constitute absolute indices of educational need and are subject to change for political and budgetary reasons. During the payment by results era, standards were often adjusted to regulate the number of children passing in a given year relative to the amount of money available so that the budget could be balanced. After 1905 in Ireland, a policy of a sliding scale for results fees was instituted, such that in each succeeding year a fixed sum was allocated for results payments regardless of what percentage of students passed the examination. The cutting point for allocation of funds—the "standard"—was never unrelated to the funding level.

Michigan used a norm referenced criterion, the 15%ile, as the basis for its allocation of funds. An immediate question is why the 15%ile rather than some other point? Anyone falling below the 50%ile by definition is below the "average" performance for that grade. Certainly children scoring at the 20%ile would be considered by most experts as being in need of remedial instruction. It should be noted in passing that the higher the percentile used for a cutting point the easier it is for the student to register "extra gain" needed to close the "gap" between his previous standing and the group average.

The determination of the cutting point for eligibility is a serious matter. If another point had been used in Michigan, how would it have affected the allocation each LEA received under the previous cutting point? We have already noted that during the payment by results era the cutting point was manipulated according to budgetary considerations. Changes in pupil eligibility because of changes in the funding level is not designed to ensure continuity of a compensatory treatment.

Careful study needs to be given to the way "educationally disadvantaged" is defined in terms of test performance, whether that test be norm or criterion referenced. The effect of different definitions on allocation levels needs to be simulated. Different techniques of determining a cutting score need to be considered. For example, the effect on allocations using a percentile band rather than a percentile point might be simulated or actually used in Michigan with federal assistance and encouragement.

A series regression discontinuity study using several cutting points might be tried. This technique, described by Campbell (1969), uses a band of one standard error of measurement around a given cutting point to identify two groups for further study. The standard error of measurement is an index of the error contained in any test score, or, to put it another way, the amount a person's obtained score can vary from his true score. It is an indication of the elasticity that should accompany test score interpretation. If one sets up a standard error band around a sharp cutting point, in effect we are saying the true score of all the people falls within that band. Thus, the true score of those eligible for aid (falling below the cutting point) is within the same range as those falling above the point (not eligible). This permits one to study the relative effects of using the cutting point on these two groups which are essentially similar on the criterion used to determine eligibility. This technique would also permit a determination of expected gain using the group falling between the cutting point and one standard error above that point as a "control" group.

The essential point is that the establishment of national performance standards has important substantive and political implications which are impossible to judge without some rather extensive empirical analyses. Such studies are, of course, contingent upon our prior ability to develop and validate tests.

5. INDIVIDUALIZED INSTRUCTION

In his introductory remarks, Congressman Quie points out that while the allocation procedure is certain to gain attention, another important feature of HR 5163 specifies "how the money is to be used once it reaches the local school." The bill specifies that an individualized, written educational plan be developed, formally agreed upon, and periodically evaluated by the LEA, the parent, and when appropriate, the child. This plan would include: (1) a statement of the child's present levels of educational performance; (2) a statement of long-range goals and intermediate objectives for the attainment of those goals; (3) a statement of specific educational services to be provided to such children; (4) the beginning date and duration of such services; (5) objective criteria and evaluation procedures and a schedule for determining whether intermediate objectives are being achieved; and (6) annual review with provision for amendments. In his speech Congressman Quie adds a seventh point, that perhaps he feels is implicitly contained in the bill: that the district individually diagnose and assess the educational potential of each student. In other words, he expects that each child will be given an IQ or scholastic aptitude test. He continues: "After this determination (individual diagnosis and assessment of both the educational differences and the educational potential) goals will be established for each student in a cooperative arrangement involving the teacher, the parents and the students."

As a means for provoking discussion of the content of compensatory programs, this proposal has a good deal of merit; but as educational policy, we think, it is of questionable value. Not the least problem with such a detailed set of prescriptions is that they are probably completely unenforceable. Past performance of the federal government in enforcing much less complex requirements of Title I—the best of example of which is the parent participation requirement—leads us to expect that provisions like those outlined above are completely beyond the present administrative capacity of the Office of Education (see Murphy, 1973).

If we assume for the sake of argument that it is possible to implement requirements like these, there are still serious questions to be raised. One such question is what evidence do we have that individualized instruction, as a general matter of educational practice, actually has an effect? Evaluations of local Title I projects have produced a few examples of programs involving individualized instruction that seem to have a significant effect (McDill, et al., 1969; and Crawford, et al., 1972). But it is difficult on the basis of this evidence to determine what the performance of such programs would be if they were widely disseminated. Several educational program models, all of which purport to use individualized instruction in one way or another, are being tested in the Follow Through and Head Start Planned Variation experiments. The preliminary results show that none of these models is obviously superior to any of the others and that only a few demonstrate even minor differences in effects from the average compensatory program (Smith, 1973; and Abt Associates, 1973). This evidence is certainly not the kind that would seem to support a legislative requirement like that contained in HR 5163. It does indicate, however, that there may be some promising approaches to compensatory education—many of which involve individualized instruction—which local school districts might want to adopt of their own free will. School districts should be encouraged to do this, and the implementation and effects of these attempts should be examined with great care by evaluators.

The term individualized instruction has an attractive ring to it. In actuality, however, it has a chameleon-like quality. It takes on a host of meanings, depending on who is doing the defining. Many factors in the instructional process are capable of being "individualized". For example, the amount of time pupils spend in reaching fixed goals can be individualized. The goals themselves can be tailored to individuals' needs or "potential". On a gross level the familiar tracking system represents a form of individualizing goals. Instructional material is another obvious variable that can be individualized. Various combinations of these three factors are possible. For example, one could argue that under the provisions of H.R. 5163 if the Commission succeeds in establishing national standards the model would be one of fixed goals at each grade level with time and/or materials being individualized.

The costs of individual diagnosis, and drawing up individual goals and plans need to be estimated. The logistics of added testing, parental meetings, frequent assessments can be costly and should be viewed as administrative costs rather than instructional costs. The degree to which these costs eat into the instructional budget will influence the degree of opposition to this aspect of "individualization".

There is a curious dilemma implied by the provisions of H.R. 5163 regarding individualized instruction. If one interprets these provisions loosely as requiring attention to the individual educational needs of children, then it might be possible to implement them in the same sense that many provisions of Title I are presently implemented—rather poorly and unevenly. If, on the other hand, one gives a strict interpretation to the provisions (assuming that it would be possible to enforce them), then presumably they would have a vast homogenizing effect on school curricula. Every Title I school would have the same plan of instruction. Certainly there is no support in educational research for such a policy. In fact, a strong argument coming out of the controversy over the results of the Coleman study (1967) is that one major reason why we are presently unable to find differences in the effects of schools is that they are presently too much alike (Smith, 1972; Averch, et al., 1973). What we need at the moment, these researchers argue, is a more concerted attempt to try significantly different approaches to education in a number of different settings. As we have suggested earlier, this would seem to imply a policy that encourages a variety of attempts at systematic innovation in educational programs rather than a policy that attempts to enforce a single program model on all Title I schools.

CONCLUSIONS

Given the shortcomings of the present Title I formula and the difficulties raised by H.R. 5163, it is a far from simple matter to suggest what might be done in the near future to explore the possibilities of allocating federal funds according to some better index of educational need. We might begin by venturing a general suggestion: that is, the development, trial, and validation of criterion referenced tests ought, for the time being, to be separated at least at the national level from proposals to allocate funds according to test performance. We have argued that criterion referenced tests have other uses, notably the evaluation of compensatory programs, that are more likely to result in improvements in the state of the art than immediate attempts to use tests for allocation purposes. Major changes in the technology of testing cannot be expected to take place overnight. To tie the development of criterion referenced testing immediately to the politically-charged issue of fund allocation is to risk the possibility that a potentially useful measurement and evaluation tool will be judged adequate or inadequate on political grounds, rather than on its own merits.

The Congress has established the National Institute of Education (NIE), as we understand it, precisely to conduct research and development activities in areas that have promise for future changes in educational policy.

There are a number of issues raised by H.R. 5163 related to possible changes in educational policy—at both the state and federal level—that the NIE might wish to consider. This is not to imply that the NIE ought to be exclusively a research arm of the Congress, but simply to suggest that Congressman Quie has touched a number of sensitive issues of general importance to educational research and policy. Some issues with which the NIE might concern itself would include state assessment programs, development of criterion referenced testing, and problems of allocating funds on the basis of test performance.

As Congressman Quie noted in his introductory remarks, several states are in the early stages of the development and implementation of state assessment programs. The Michigan plan is only one example of a number of possible forms such programs might take. It is quite possible that these programs might serve as important natural laboratories for the development of testing techniques, quite apart from the problem of allocating state funds by test scores. The federal government might want to subsidize the development of criterion referenced tests in a number of state assessment programs. In doing so, however, the federal government ought to conduct careful, independent evaluations to answer some of the questions we have raised in the body of this statement. Notably, it ought to investigate those questions dealing with the effect of broad-scale testing programs, with or without financial incentives, on the content of school programs. A finding that state assessment programs have a homogenizing effect on school curricula would be important to any future discussion of allocating federal money on the basis of nationwide testing programs. In any event, it is essential that the federal government have its own independent sources of information on the effects of large-scale testing programs, so that it will not have to rely solely on testimonials of those with a direct interest in such programs.

On a more specific level, it would seem particularly appropriate, given the interest in this area demonstrated by researchers and policy makers, that the NIE undertake a systematic program of directed research on criterion referenced testing as an extension of its present research and development program in educational measurement. Such a research program might be designed, in part, around the major questions that would have to be answered prior to any effort to use such tests for allocation purposes. A first step might be to review the content and uses of existing criterion referenced instruments and to commission a set of independent assessments by specialists in educational measurement on the state of the art and on future development issues. Another possibility might be for the NIE to fund the development of new criterion referenced instruments, or the adaptation of existing ones, for the evaluation of specific compensatory education programs. As experience with the development and use of criterion referenced instruments begins to accumulate, it should be possible to begin to specify standards for validity and reliability and to describe the psychometric properties of these tests on a level comparable with that of existing norm referenced tests. Only after development has reached this stage, will it be possible to begin to ask what objective criteria might be established for grade-level groups on a nationwide basis and whether it is possible to asess performance on these objectives with criterion referenced tests. It should be clear from this suggested research and development strategy that we find the 18 month development period suggested by Congressman Quie to be quite unrealistic. A really thorough job of simply determining whether criterion referenced tests can be feasibly used for allocation purposes probably couldn't be done in less than three or four years.

Quite apart from the issues related to the development of criterion referenced tests, we have indicated that there are a number of important policy questions related to the establishment of national performance standards and the implementation of large-scale external examinations systems that ought to be answered before anything like H.R. 5163 becomes law. These questions raise the kind of interdisciplinary research problems that are clearly within the mandate of the NIE. Economists might, for example, construct predictive models of the distributional effects among states of various allocation schemes based on alternative performance standards. Educational historians and political scientists might study the effects of past and present external examination systems on schools and school programs. And lawyers might address emerging legal problems in the use of tests.

In closing, we regard Congressman Quie's proposal as an important contribution to public debate on the allocation of funds for compensatory education. It clearly delineates what could very well be the next stage in the development of federal policy in this area, and it deserves the detailed attention of researchers and administrators at all levels.

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APPENDIX

Statement of Gregory J. Ahart, Director, Manpower and Welfare Division

This statement presents the results of our work in connection with elementary and secondary education programs, particularly our reviews of the Federal program of aid to educationally deprived children authorized under title I of the Elementary and Secondary Education Act of 1965 and certain aspects of our work in the vocational education area.

PROGRAM OF AID TO EDUCATIONALLY DEPRIVED CHILDREN

Title I authorizes financial assistance—about $1.5 billion annually in recent years—to local educational agencies for programs to meet the special educational needs of educationally deprived children living in areas having high concentrations of children from low-income families.

The effective implementation of title I requires a high degree of coordination and cooperation on the part of the Office of Education, State education agencies, and local educational agencies. The Office of Education is responsible for the overall administration of the title I program at the national level, including developing regulations and guidelines and providing consultative assistance to State educational agencies.

The major responsibilities of State educational agencies are to (1) approve project applications submitted by local educational agencies after determining that the proposed projects are designed to meet the special educational needs of educationally deprived children in school attendance areas having concentrations of children from low-income families, (2) ensure that title I funds are used only for approved projects, and (3) adopt fiscal control and fund accounting procedures to ensure proper disbursement of, and accounting for, Federal funds received from the Office of Education and, in turn, paid to local educational agencies to finance the approved projects.

Local educational agencies are responsible for developing and implementing the special educational programs to be operated within their jurisdictions. This responsibility includes (1) determining school attendance areas eligible for participation, (2) identifying the educationally deprived children in these areas, (3) determining the special needs of such children, (4) developing projects responsive to the priority needs of these children, (5) submitting applications to the State educational agencies for grants, (6) carrying out the projects in accordance with the approved application and applicable rules and regulations, and (7) adopting procedures for evaluating the effectiveness of major project activities.

Generally, local educational agencies have implemented projects that have provided new or additional services which otherwise might not have been available, or which would have been available only on a limited basis, to educationally deprived children.

We have reviewed certain aspects of the title I program at the Illinois, New Jersey, Ohio, and West Virginia State educational agencies and at nine local educational agencies in these States. Our reports pointed out a number of opportunities for strengthening program management controls.

The reports included findings that (1) the selection of school attendance areas to participate in the program was not made in accordance with Office of Education criteria, (2) project activities and resources were made available to all interested children, rather than concentrated on the educationally deprived children, (3) equipment acquired under the program was used in the regular school program or was not being used at all, and (4) State and local audits of projects were not of sufficient scope to comply with Office of Education requirements.

Determination of school attendance areas

The proper determination of school attendance areas eligible to participate in the title I program is essential to ensure that the limited funds available benefit the children intended to be served by the program. In three States—Illinois, New Jersey, and West Virginia—we identified problems in making this determination.

For example, we pointed out that as a result of instructions furnished by the State educational agency to the local educational agencies in West Virginia, a large number of school attendance areas participated in the early years of the title I program without having met the Office of Education criteria established for participation. As a result, school attendance areas not having high concentrations of low-income children participated in the title I program.

We expressed the opinion that revised criteria issued by the Office of Education for use beginning with fiscal year 1969 should help to improve this aspect of the program. However because of procedural weaknesses noted in our review of West Virginia, we recommended that the Secretary take appropriate measures, including the use of the Department's Audit Agency, to better insure that the selection of school attendance areas is made in accordance with the current applicable criteria and in furtherance of the objectives of the governing legislation.

In Illinois and New Jersey we questioned the basis used in selecting school attendance areas because of discrepancies in the data used for making the selections. In three of the local educational agencies in these States we were unable to verify whether participation was limited to eligible attendance areas because documentation supporting local determinations was not maintained. We concluded that Office of Education and State officials responsible for program administration were not in a position to know whether title I funds were being spent on the children intended to be served.

Selection of children to participate

In our Illinois and Ohio reports we commented on the bases used in selecting children to participate in project activities.

Title I regulations require that each project be designed for those educationally deprived children in the project area who have the greatest need for special educational assistance. Other educationally deprived children outside the project area may participate in the project to the extent that such participation does not dilute the overall effectiveness of the project.

In Ohio, the Cleveland local educational agency conducted a project entitled "Metropolitan Summer Seminar in the Arts" which was intended to serve children who were educationally deprived. In selecting the children to participate, however, the local educational agency opened the project to all interested children, rather than concentrating on educationally deprived children. Of 69 participating students whose academic records we examined, only 20 had academic achievement levels within the criteria specified in the approved project application. Also only about 600 students, rather than the 1,500 specified in the approved application, participated in the project which was conducted at a cost of about $120,000.

In Illinois, the Chicago and Rockford local educational agencies had not established definitive criteria or procedures for selecting children to participate in project activities. As a result, neither the local agencies nor the State agency were in a position to assure themselves that the most educationally deprived children had in fact been selected.

In view of these selection problems, we recommended that the Department emphasize to the Illinois and Ohio State educational agencies the importance of ensuring that the title I program is conducted in accordance with approved project applications and in a manner that will result in the greatest benefit to educationally deprived children.

Acquisition and utilization of equipment

In all four States we identified problems concerning the acquisition and utilization of equipment purchased with title I funds. We pointed out that—

> equipment purchased with title I funds was being used in the regular school program rather than for the purposes of the title I program,
>
> certain equipment was purchased without any identifiable need for it,
>
> title I equipment was not being used but was being held in storage, and
>
> equipment was purchased without the required approval of the State educational agency.

For example, in Camden, New Jersey, equipment, materials and services provided under title I projects were, in several instances, made available to all public school children in certain grade levels, to all public schools, or to all children in public elementary schools. The local educational agency had designed and conducted certain title I projects for both public school and private school children on the basis that Camden's school system, in general, lacked the facilities, services, equipment, or materials which would be supplied under the projects. It appeared that the operation of a substantial part of the Camden title I program did not result in a special educational program for educationally deprived children as envisioned in the act, but in a program of general aid to both the public and private school systems.

In view of Camden's responsibility to provide classroom space, services, equipment, and materials for general classroom instruction from other than title I funds, we recommended that the Department review the facts relating to the title I projects discussed in the report and, to the extent warranted, effect recoveries or make appropriate adjustments for the title I funds deemed to have been expanded in a manner not consistent with the objectives or provisions of title I.

Since title I projects in other States may also have included features which constituted general aid to the local school systems and which were contrary to the objectives of the title I program, we recommended further that the Department emphasize to all State educational agencies the nonavailability of title I funds to support projects designed to meet general educational needs of the local school systems.

Audits of projects

Elementary and secondary education legislation requires each recipient of Federal grant funds to maintain records and to adopt fiscal control and fund accounting procedures to assure proper disbursement of and accounting for the funds received.

In formulating regulations for the various programs authorized by this legislation, the Commissioner of Education has provided also for audits by State or local auditors. The title I regulations require that all expenditures by local or State educational agencies be audited either by State auditors or by other appropriate auditors. The regulations require also that the State educational agencies will, with due regard for Federal auditing requirements, provide for appropriate audit standards for that purpose.

In three of the States, State and local audit coverage varied, but generally was not of the scope necessary to comply with the audit requirements set forth in the title I guidelines. Audits in two of the States—Ohio and West Virginia—consisted primarily of verifying that supporting documentation existed for all cash receipts and disbursements. We believe that sufficient information should have been obtained to enable a determination of the eligibility of reported expenditures; verification of the correctness of prorations of costs, such as salaries and travel; and examinations into the propriety of obligations, such as those for equipment purchases.

In New Jersey the Department's Audit Agency had reviewed the adequacy of State audit coverage. We, therefore, relied on the Audit Agency's review and did not make a detailed examination of the audit coverage. We pointed out in our report to the Congress that the Department's Audit Agency had recommended that the State educational agency (1) establish review and followup procedures for all local audit reports and findings, in accordance with Office of Education guidelines, and (2) expand the scope of the audit instructions issued by the State educational agency to include specific instructions on Federal compliance requirements. At the time of our review the State educational agency was in the process of implementing the Audit Agency recommendations.

In the fourth State, Illinois, we pointed out that the State educational agency did not establish effective administrative control over financial audits of title I activities. No systematic procedures were established for reviewing audit reports and notifying local educational agenices of audit exceptions.

Review of program's impact on educationally deprived children

Our review of the title I program in Illinois, which was our most recent review of this program, also covered areas of program operation and administration bearing on the impact of the program on educationally deprived children. We reported that various aspects of the local educational agencies' design and operation of their projects, which had been stressed by the Office of Education as being important to the success of any title I program, needed to be strengthened to improve program effectiveness. We made a number of recommendations to the Department to bring about such improvements. We also reported our views concerning program evaluation. I would like to highlight some of these matters.

The first concerns the requirement for a comprehensive assessment of the needs of educationally deprived children. The identification of the multiple needs—including those indirectly related to the educational process—of children in project areas is considered by the Office of Education to be essential in designing a program having maximum potential for overcoming educational deprivation.

Although the three local educational agencies reviewed by us in Illinois had identified general educational needs of the children and had implemented projects to meet the needs, they did not make comprehensive assessments to determine the variety, incidence, or severity of these needs. Further, the local agencies, contrary to Office of Education guidelines, did not make concerted efforts to involve parents of title I children or representatives of interested community organizations in determining the needs of the children. Had the local agencies made adequate needs assessments, they would have been in a better position to design a program having maximum expectations of success.

Another area of program design that was not adequately considered by one of the local agencies was the need to extend services to eligible nonpublic-school children. The enabling legislation states that children enrolled in private schools should be given opportunities to participate in local agencies' title I programs. At the Rockford local educational agency, records showed that only 196 children from private schools participated in the fiscal year 1970 title I program although more than 7,300 of these children resided in eligible attendance areas.

Perhaps the area most in need of improvement was that of evaluating program results. None of the three local agencies established measurable objectives or adopted specific procedures to evaluate the success of their major title I project activities, although this was required by the Office of Education. The objectives listed by the local agencies in their project applications were generally vague and were not stated in measurable terms by the types of changes sought and the degree of change expected in the child's performance.

For example, one objective listed by a local agency for its reading activity was merely to build a varied vocabulary. This objective should have been stated in terms of an expected rate of increase for the children who would participate in the actvity. Actual achievement could then have been measured against this criterion.

Evaluations that were made were based primarily on opinion surveys and teacher judgments. Although such evaluations are useful, we believe that they should be supported by, or used in conjunction with, objective test data.

One problem that undoubtedly affected program operations at the locations covered in all four of our reviews, but which we stressed during our work in Illinois, was the need to consolidate Office of Education program guidance material. In view of the thousands of local educational agencies throughout the Nation operating title I programs, it is apparent that the complete and current availability of programs guidance material is important to the national success of the program.

In 1965 the Office of Education issued a title I guideline manual which has subsequently been revised through the issuance of numerous memorandums and directives that pertain to a single or a selected number of subjects. The revisions, however, were not consolidated into the guideline manual.

According to State and local educational agency officials, the absence of a consolidated set of program guidelines and a high turnover in local agency title I employees were responsible, to a great extent, for the program administration and implementation problems being experienced. Office of Education officials agreed that all guidance material should be consolidated and were working toward this goal at the completion of our review.

Agency actions

The Department agreed generally with our findings and recommendations and indicated that actions had been or would be taken to strengthen the areas of administration and operation discussed in our reports.

In Ohio, corrective action was taken in several instances by the State and local educational agencies while we were conducting our review. In addition, as a result of our reviews in West Virginia and Ohio, the Office of Education sent a memorandum to all chief State school officers pointing out the matters discussed in our reports.

In response to our report on New Jersey, staff members of the Office of Education, in conjunction with representatives of the New Jersey State educational agency and the Camden local educational agency examined available records pertinent to the projects which we had examined and took exception to expenditures of about $2.4 million. As of January 1973, a final determination had not been made.

In response to our report on Illinois, the Department cited a number of actions that had been taken or were in process to provide additional guidance to the State and local educational agencies in such areas as selection of school attendance areas, participation of private school children and parental participation.

In addition the Office of Education is in the process of revising the title I regulations.

VOCATIONAL EDUCATION PROGRAMS

Next I would like to discuss our work in the area of vocational education. The Federal Government started its involvement in vocational education in 1917 and broadened its role with the passage of the Vocational Education Act of 1963. The objective of the act, as amended in 1968, is to provide all persons who need vocational education with access to vocational training which is:

"* * * realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and abilities."

Particular emphasis is placed on meeting the needs of the disadvantaged.

In an October 1972 report to the Congress, we discussed the results of our review of selected aspects of vocational education programs in four States—California, Michigan, Ohio, and Pennsylvania—for fiscal years 1970 and 1971. These States consistently have ranked among the top 10 in amount of Federal assistance received. In fiscal year 1972 they received $104 million, or 22 percent of the total allotted to all States. Because the majority of Federal funds in all four States were spent on vocational education at the secondary level, our review concentrated on programs in selected high schools. Our work was performed primarily at State education agencies and at local education agencies in three cities of varying population size in each State.

The report pointed out that vocational education was not being provided to all who needed it, funds were not properly used for the disadvantaged, and a better management information system was needed.

Although Federal and State and local expenditures for vocational education have increased more than seven-fold since 1963, vocational programs still are not reaching all high school students who need to acquire marketable skills. In the four States studied the proportion not benefitting ranged from 44 to 75 percent. Insufficient financial support at all levels of government and an unfavorable image were claimed by vocational educators to be the major factors in the failure to reach more youth. The educators cited overemphasis on academic curriculums—leading to college and a degree—as being a cause of the image problem.

In some locations, vocational education programs were extremely successful in gaining community acceptance, attracting students, and getting jobs for graduates. However, no direct research or systematic information gathering has been performed on the image and funding problems.

We concluded that the funding and image problems may be interrelated and self-perpetuating: an aversion to vocational education results in an unwillingness to provide adequate funds, and inadequate funding results in poor or insufficient programs and/or inability to promote a more favorable image. The Department agreed with our recommendations to undertake research into the exact nature and extent of the funding and image problems attached to vocational education to determine what actions may be indicated to more fully achieve the objectives of the Vocational Education Act.

The 1968 amendments to the act require that not less than 15 percent of the basic grants to States, as well as all of the funds appropritaed specifically for the purpose be used: "* * * for persons * * * who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education program." The basis for determination of funding support is a person's inability to succeed in the regular program without special assistance. This category of need became confused with more common definitions of "disadvantaged" based on family income, which are used for other programs—notably those under title I of the Elementary and Secondary Education Act and the Manpower Development and Training Act. We found that, because State and local officials tended to misunderstand and distinction, vocational education funds targeted for persons unable to succeed in regular programs without special assistance often did not serve the purpose for which they were intended. Our report details observations about each of the four States. Common to all was the finding that, despite HEW and State written procedures recognizing the intent of the act, programs approved for the "disadvantaged" generally were not designed to provide special assistance to persons unable to succeed in the regular vocational program.

State officials, as well as HEW officials in the three regional offices responsible for the four States included in our review, said that insufficient staff prevented them from adequately monitoring use of funds for the "disadvantaged." They said that in the future they would place increased emphasis on proper utilization of these funds. Subsequent to discussion of our findings with headquarters officials, the Department issued a memorandum to States clarifying the intent of the act. Additional guidance was provided through regional conferences and issuance of a revised publication offering suggestions for utilization of resources for these programs. We believe that continuous emphasis should be given by the Office of Education to monitoring this aspect of the vocational education programs.

Both the act and the Department's implementing instructions require the collection of data to evaluate the results of vocational education programs. We reported that the management information which the States were required to furnish was not adequate to evaluate program results. In addition, the data submitted by the four States included in our review was often inaccurate or incomplete.

We concluded that improved management information systems which provide adequate and accurate information, particularly on program results, were needed if program managers were to adequately evaluate programs, identify weaknesses, and make necessary improvements. The need for such systems has been recognized by the States and the Department. Of concern to us is that the independent development of management information systems by the Department and the various States—which seems to be the current trend—could easily result in duplication of effort without the valuable benefit gained from the comparability of data and the interchange of ideas. Department officials should more closely coordinate their efforts with those of State and local governments in defining the information needed for an adequate management information system and should assist the States in establishing such systems.

We also concluded that the Department should explore the possibility of using techniques such as statistical sampling and analyses of Social Security data to assess the effectiveness of vocational education. It should also consider (1) gathering followup information on non-vocational education and (2) compiling followup information over a longer period after graduation. Combining several or all of these techniques might result in better information, while holding costs to a reasonable level. Any system, however, will be of limited usefulness if the information gathered is inaccurate and incomplete.

The Department and the four Sttaes agreed with our conclusions and recommendations.

The digests of the reports discussed in this statement are attached.

OPPORTUNITIES FOR IMPROVING ADMINISTRATION OF FEDERAL PROGRAM OF AID TO EDUCATIONALLY DEPRIVED CHILDREN IN WEST VIRGINIA

Why the review was made

The Elementary and Secondary Education Act of 1965 is the Federal Government's largest single effort to improve elementary and secondary education in the United States.

Title I of the act authorizes funds for programs designed to meet the needs of children deprived of normal educational development. The programs are directed to those children living in school attendance areas having high concentrations of children from low-income families. (A school attendance area is the geographical area in which the children who are normally served by a school reside.) Selection of areas is made by local educational agencies.

The title I program has been funded at about $1 billion annually since its start. The program requires a high degree of Federal-State-local coordination due to the different responsibilities at these levels of government.

Because of the magnitude of Federal funds involved in the program and the extent of coordination required, the General Accounting Office (GAO) reviewed the manner in which the Office of Education, Department of Health, Education, and Welfare (HEW), was administering its responsibilities under this Federal program in the State of West Virginia. This is GAO's first report on title I reviews undertaken in several states.

Findings and conclusions

Program evaluation reports submitted to the Office of Education by the West Virginia Department of Education showed that, during each of the first 3 years of the program, over 100,000 children from the State's 55 school districts had participated. According to these reports, the children received various educational benefits and there was a marked improvement in their school attendance. GAO did not make an overall evaluation of the administration and effectiveness of the title I program in West Virginia. Certain aspects, however, of the program administration can be strengthened.

School attendance areas were not selected for participation in the program in accordance with Office of Education's criteria. As a result, areas not having high concentrations of low-income children participated in the program. Also, selection of participating areas in two local agencies was questionable because of discrepancies in the data used in making the selections.

The Office of Education issued revised criteria for the selection of areas which, if adhered to, should result in a greater degree of program assistance to those areas having high concentrations of children from low-income families. GAO believes, however, that the Office of Education, in its field visits to State and local educational agencies, should assure itself that the criteria are being adhered to.

Salaries of about $300,000 (estimated) at three local educational agencies were charged to the title I program, but the persons' duties were not limited to that program. In accordance with Office of Education's guidelines, these salaries should have been prorated between the regular school programs and the title I program.

One local educational agency used program funds of $11,400 to finance part of the cost of constructing a cafeteria to serve general educational purposes for all children of a particular school. GAO believes that such use of program funds was of questionable propriety.

Several cases were found where title I equipment costing about $30,000 was used in the regular school program. Also, one local agency purchased equipment at a cost of about $40,000 with program funds without identifying a need for it. For example:

> 60 teacher chairs, 33 teacher desks, 610 student desks, and 110 folding-arm chairs purchased with title I funds were distributed to a new high school that had only three title I classes with an estimated need of about 60 desks.
>
> an adding machine, a typewriter, and a copy machine were purchased for each eligible school at one agency without determining that an actual need existed for such equipment.

GAO believes that the Office of Education should emphasize to the State educational agency the importance of limiting expenditures to program needs.

At one local agency the insurance proceeds to cover a fire loss on equipment purchased with program funds were not credited to the Federal Government. GAO believes that the Office of Education should provide guidance on the treatment of insurance proceeds covering losses of equipment acquired with program funds.

The West Virginia State Tax Commissioner made audits of the program at the local level. These audits, however, were not of the scope necessary to comply with the Office of Education's requirements. GAO believes that the Office of Education and the HEW Audit Agency should work with State officials to help ensure that audits of local educational agencies comply with the Federal requirements.

Recommendations or suggestions

The Secretary, HEW, should—

> take measures to satisfy himself that the designations of school attendance areas to participate in the title I program are being made in accordance with the current criteria.
>
> provide for clarification of the criteria for proration of salaries and should determine the extent to which salaries of supervisory personnel charged to the title I program by local educational agencies in West Virginia were applicable to the program.
>
> provide for the Office of Education and the HEW Audit Agency to meet with West Virginia State officials in an effort to resolve the problems hin-

dering an adequate audit coverage of the title I program activities in that State.

GAO made several additional recommendations designed to correct deficiencies identified in its review.

Agency actions and unresolved issues

The Assistant Secretary (Comptroller) of HEW said that the Office of Education agreed with GAO's recommendations. He said also that the West Virginia Department of Education had issued directives to its local educational agencies designed to correct a number of matters discussed in this report. The Office of Education plans a detailed study of the effectiveness of the State's directives.

Matters for consideration by the Congress

This report is being issued because of expressed interest by committees and members of the Congress in the title I program.

IMPROVEMENT NEEDED IN ADMINISTRATION OF THE PROGRAM OF AID TO EDUCATIONALLY DEPRIVED CHILDREN IN OHIO

Why the review was made

The major Federal program to serve children deprived of normal educational development is authorized under title I of the Elementary and Secondary Education Act of 1965, which has been funded at about $1 billion a year. Federal, State, and local agencies have responsibilities for administration of the program; therefore a high degree of coordination by all agencies is required.

Because of the large amount of Federal funds involved and the extent of coordination required, the General Accounting Office (GAO) reviewed the manner in which the Office of Education, Department of Health, Education, and Welfare (HEW), was administering its responsibilities under this Federal program in the State of Ohio. Ohio has received about $33 million annually from the Federal Government under the title I program.

This report on certain areas of the administration of the title I program in Ohio is the second by GAO in a series of reports on similar reviews in several States.

Findings and conclusions

Ohio Department of Education reports submitted to the Office of Education showed that, during the first 4 years of the program's existence in the State, an average of 200,000 children from the State's aproximately 600 school districts participated in the program. According to these reports, many of the children received various educational benefits and their ability to communicate by means of oral and written language improved.

The State educational agency approved a project application by the Cleveland educational agency to use title I funds to install central kitchen facilities for cooking and storing food for subsequent delivery to 17 elementary schools and to install facilities in those schools for heating and serving meals. The Cleveland educational agency, however, had not obtained sufficient funds to fully operate the facilities when they were installed. Consequently the agency was unable, for more than a year, to provide the children in 11 of the 17 schools with the nutritious meals considered by the agency to be a major educational need.

GAO believes that the State educational agencies should ascertain that any necessary additional funding is ensured before they approve local educational agencies' applications for facilities.

Some equipment purchased with title I funds by Cincinnati and Cleveland was being used in the regular school program or was not being used at all. Also some equipment was bought without State approval and some was bought too late to benefit the projects.

GAO believes that the Office of Education should pay particular attention to the manner in which local educational agencies are procuring and using title I equipment.

The Metropolitan Summer Seminar in the Arts in Cleveland was approved by the State educational agency as a project to serve educationally deprived children. Cleveland, however, opened this project to all children who were interested. A subsequent test of 69 of the students who attended the seminar showed that only 20 had academic achievement levels that were within the criteria specified in the approved project application.

The Cincinnati educational agency charged about $100,000 to the title I program for sick leave which had accrued to agency employees working in the title I program but which had not been used by them. The agency did not charge its own locally financed school program for unused sick leave of its employees. GAO questioned the allowability of such charges to the title I program, and appropriate adjustments subsequently were made.

Although the Ohio Bureau of Inspection and Supervision of Public Offices made audits of the title I program at the local level, those audits were not of sufficient scope to comply with the Office of Education requirements. The State educational agency has been working with the Bureau to improve audit coverage.

Recommendations or suggestions

The Secretary of HEW should—

> emphasize to the Ohio State educational agency the importance of ensuring that the title I program is conducted in accordance with approved project applications and in a manner that will result in the greatest benefit to educationally deprived children, and
>
> emphasize to all State educational agencies the importance of ensuring that, when funds other than title I funds are required to effectively implement a title I project involving major facilities, local educational agencies have made appropriate arrangements to obtain the additional funds required to enable timely implementation of the project.

Agency actions and unresolved issues

The Assistant Secretary, Comptroller, of HEW said that GAO's questions on several matters of local educational agencies' operation and management of projects were valid. He said also that the recommendations in this report would be implemented promptly.

He identified Cleveland's Metropolitan Summer Seminar in the Arts and the delay in implementing the Cleveland school lunch program as matters of particular concern to HEW. He said further that both matters would be brought to the attention of Ohio's superintendent of public instruction and that instructions would be distributed to all chief State school officers on the States' responsibilities for ensuring the adequacy of financial arrangements for the conduct of title I projects.

Matters for consideration by the Congress

This report is furnished because of interest expressed by committees and members of the Congress in the Government's efforts to improve elementary and secondary education generally and specifically through the title I program.

IMPROVED ADMINISTRATION NEEDED IN NEW JERSEY FOR THE FEDERAL PROGRAM OF AID TO EDUCATIONALLY DEPRIVED CHILDREN

Why the review was made

This is the third in a series of reports by the General Accounting Office (GAO) on the manner in which the Office of Education, Department of Health, Education, and Welfare (HEW), is administering its responsibilities under the principal Federal program of aid to children deprived of normal educational development.

The program, authorized under title I of the Elementary and Secondary Education Act of 1965, involves Federal expenditures of about $1 billion a year and requires a high degree of coordination by Federal, State, and local agencies. This report covers a review of the operation of the program in New Jersey, where about $23 million in Federal money has been received each year under the porgram.

GAO concentrated its local review work in Camden, one of four local educational agencies in the State receiving over $1 million in program money in each of fiscal years 1966 though 1970.

Findings and conclusions

Participation in program.—Annual participation in the title I program in New Jersey involved from 85,000 to 131,000 children who were enrolled in about 90 percent of the State's approximately 570 school districts. The State educational agency reported that new methods for teaching the disadvantaged had been developed, the children's educational achievement had improved, and children had developed a feeling that their parents as well as school officials were genuinely interested in their needs.

Program in Camden.—GAO believes that a substantial part of Camden's title I program has provided general aid to the public and private school systems there rather than aid to educationally deprived children as prescribed in the act.

The title I program specifies that funds be used for projects designed for educationally deprived children—in both public and private schools—residing in school attendance areas having high concentrations of children from low-income families. GAO estimated that more than $240,000 had been spent in areas not designated by the Camden educational agency as having such concentrations.

School attendance areas were chosen for the title I program in Camden on the basis of a local official's general knowledge of economic deprivation in the city. Contrary to Office of Education requirements, the basis for selection was not documented.

The Camden educational agency designed and conducted some title I projects for private and public school children on the basis that Camden's school system, in general, lacked the facilities, services, equipment, or materials supplied under the projects. This is contrary to the requirement of the Office of Education that the projects meet the special educational needs of educationally deprived children. Physical education equipment was provided for all public school children in some grade levels, audio-visual equipment was distributed to all public school, and textbooks were made available to all elementary schools.

State improves procedures.—Recognizing weaknesses in the State's administration of the program, the State educational agency in fiscal year 1970 took action to improve procedures for—

Approving applications from local educational agencies for title I projects,
Reviewing local educational agency operations, and
Using project evaluation reports prepared by local educational agencies.

GAO believes that those improved procedures should help ensure that title I projects will meet the special needs of, and will be concentrated on, educationally deprived children.

Recommendations or suggestions

The Secretary of HEW should review those Camden projects that appear to be inconsistent with the objectives of the 1965 act and should effect recoveries of, or make adjustments in, title I funds where warranted.

The Secretary should emphasize to the New Jersey State educational agency—

The need to ensure that local educational agencies select and document project areas in accordance with program criteria and concentrate program aid in properly designated areas, and

The importane of requiring local educational agencies to identify the special needs of educationally deprived children—in both public and private schools—and to design projects that have reasonable promise of meeting those needs.

The Secretary should emphasize to all State educational agencies that—

Title I funds are not available for general educational needs of local school systems but are available only for specifically identified needs of educationally deprived children in properly designated areas and

Project applications must be adequately reviewed, systematic procedures must be followed in reviewing local educational agencies' activities, and local educational agencies' evaluation reports must be used to improve program effectiveness.

Agency actions and unresolved issues

The Assistant Secretary, Comptroller, of HEW said that GAO's findings clearly identified weaknesses in title I administration at the State leve land that GAO's questions concerning project operation and management by the Camden educational agency were valid. He said also that GAO's recommendations would be implemented promptly by the Office of Education.

Matters for consideration by the Congress

This report is furnished because of interest expressed by committees and members of the Congress in Federal efforts to improve elementary and secondary education generally and specifically through the title I program.

The Federal Program of Aid to Educationally Deprived Children in Illinois Can be Strengthened

Why the review was made

Title I of the Elementary and Secondary Education Act of 1965 authorizes Federal financial assistance—about $1 billion annually—for programs designed to meet the special educational needs of educationally deprived children living in areas having high concentrations of children from low-income families.

The Office of Education (OE), Department of Health, Education, and Welfare (HEW), is responsible for the overall administration of the program at the national level, and the State educational agency is responsible at the State level. Local educational agencies are responsible for developing and implementing the special educational programs to be operated within their jurisdictions.

Because of the magnitude of the Federal funds involved and the flexibility accorded to the State educational agencies in administering the program in their States, the General Accounting Office (GAO) has reviewed selected areas of program operation in several States.

This report concerns GAO's review of the operation of the fiscal year 1970 programs and certain aspects of the 1971 programs of the Illinois State educational agency and the Chicago, Harrisburg, and Rockford local educational agencies. These local agencies expended about $26.6 million, $102,000, and $544,000, respectively, of the $47 million of title I funds expended in Illinois for the fiscal year 1970 program.

Findings and conclusions

Under the title I program, the three local educational agencies implemented projects that provided new or additional services which otherwise might not have been available, or which would have been available only on a limited basis, to educationally deprived children.

However, certain areas in program operation and administration required special attention by management officials to help ensure that their programs were having the maximum impact on the educationally deprived children.

Evaluation of project impact

Contrary to OE guidelines the local educational agencies did not establish measurable objectives nor adopt specific procedures to evaluate the success of their major title I project activities. The objectives listed by the local agencies in their project applications were generally vague and were not stated in measurable terms by the types of changes sought and the degree of change expected in the child's performance.

For example, one objective listed by a local agency for its reading activity was merely to build a varied vocabulary. GAO believes that this objective should have been stated in terms of an expected rate of increase for the children who would participate in the activity. Actual achievement could then have been measured against this criterion.

Evaluations that were made were based primarily on opinion surveys and teacher judgments. Although such evaluations are useful, GAO believes that they should be supported by, or used in conjunction with, objective test data.

Assessment of educational needs

Although the local educational agencies had identified certain general educational needs of the educationally deprived children in their title I project areas, they did not identify nor asess the variety, incidence, or severity of the needs nor document the evidence used in determining the needs that had been identified.

Further, contrary to OE guidelines, the local agencies did not make concerted efforts to involve parents of title I children or representatives of interested community organizations in determining the educational needs of the children.

Program design and operation

Improvements were needed in various aspects of the design and operation of the local educational agencies' programs. Specifically a need exists:

> To concentrate programs on a limited number of eligible attendance areas and to provide a variety of services to participating children.
>
> To establish procedures for selecting the most educationally deprived children to participate in project activities.

To extend services to eligible non-public-school children.

To involve parents of title I children and representatives of community organizations.

The local educational agencies promised to take corrective action.

Other areas of local educational agency administration

GAO believes that two areas of program administration—selection of school attendance areas and use of equipment purchased with title I funds—required special attention by local management officials. For example, home economics, industrial arts, and science equipment costing about $47,000 was located in a junior high school in Rockford although the title I projects at this school consisted of remedial reading, mathematics, and related services.

State agency administration

GAO believes that, to help correct the weaknesses discussed in this report, the Illinois State educational agency should strengthen its administration in three respects—reviewing project applications, monitoring local agency activities, and administering local financial audits. The States agency agreed to do so.

OE resolution of HEW audit findings

During the period March 1967 through February 1971, the HEW Audit Agency issued 55 reports on the title I program in 42 States. As of June 30, 1971, findings involving about $37 million in title I funds in 24 of the States, including $9.4 million in Illinois, had not been resolved by OE. Many of the findings had remained unresolved from 2 to 4 years.

Action taken by OE during 1971 should provide for more timely resolution of reported audit findings and for the recovery of improperly expended program funds.

Consolidation of program guidelines

According to State and local educational agency officials, the absence of a consolidated set of program guidelines and a high turnover in local agency title I employees were responsible, to a great extent, for the program administration and implementation problems being experienced. OE officials agreed that all guidance material should be consolidated and said that, although they were working toward this goal, they did not expect to meet it until early 1972.

GAO believes that early issuance of a manual in a format that will permit systematic incorporation of new material and revisions should significantly assist State and local educational agency officials in administering the program.

Recommendations for suggestions

HEW should work with the State and local educational agencies or take other necessary action to ensure:

That project objectives are developed in measurable terms and that techniques and procedures for evaluating the success of the projects are devised.

That current and complete data on the number of children are used in determining school attendance areas eligible to participate in the program.

That comprehensive assessments are made of the needs of educationally deprived children.

That the title I program (1) is concentrated in a limited number of eligible school attendance areas and is providing a variety of services to the participating children, (2) is focused on the most educationally deprived children, (3) is executed to eligible non-public-school children, and (4) involves parents and other groups in the community.

That equipment purchased with title I funds is being used to meet the needs of educationally deprived children and, if no longer used for such purposes, is properly disposed of.

GAO made additional recommendations relating to these and other areas.

Agency actions and unresolved issues

HEW concurred in GAO's recommendations and described actions taken or planned to implement them.

Matters for consideration by the Congress

This report calls attention to areas of operation and administration of the title I program in Illinois that can be strengthened at the Federal, State, and local levels to help ensure that the program is having the maximum impact on the educationally deprived children. The report should be of interest to the Congress in its current deliberations on elementary and secondary education legislation.

Training America's Labor Force: Potential, Progress, and Problems of Vocational Education

Why the review was made

The General Accounting Office (GAO) reviewed Federal vocational education programs in California, Michigan, Ohio, and Pennsylvania to find out whether legislative objectives were being achieved and to identify major problems. These four States received $104 million, or 22 percent of the total Federal assistance for vocational education, in fiscal year 1972.

GAO's review concentrated on high school vocational education, because the States' programs emphasized this level of education. Post-secondary vocational training in 2-year community colleges is also important, but, of the four States, only California had extensive community college programs at the time of GAO's review.

Background

The Federal Government started its involvement in vocational education in 1917 and broadened its role with the passage of the Vocational Education Act of 1963.

The objective of the act, as amended in 1968, is to provide all persons who need vocational education with access to vocational training which is:

"* * * realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and abilities."

Particular emphasis is placed on meeting the needs of the disadvantaged.

Since 1963, Federal expenditures for vocational education increased from $57 million in fiscal year 1963 to $507 million in fiscal year 1972, while State and local expenditures rose from $254 million in fiscal year 1963 to $1,951 million in fiscal year 1971.

Training America's labor force may take many forms, but perhaps none is more important—at least in potential—than vocational education. It can be used to teach skills and constructive work attitudes to all ages of the population—from youths in early years of schooling to adults who have developed poor work habits or who have discovered that yesterday's job skills are obsolete in today's world.

Findings and conclusions

The four States have set ambitious goals for vocational education and have done considerable planning toward achieving these goals. Attaining these goals will require time; talent; hard work; cooperation; and, according to State officials, money—lots of money. Some progress has been achieved; the percentage of the Nation's secondary students enrolled in vocational education has risen from 24 percent in fiscal year 1965 to 38 percent in fiscal year 1971.

Vocational education not provided to all who need it

However, the objective of the legislation had not been achieved nationwide or in any of the four States. According to Department of Health, Education, and Welfare (HEW) data, 37 percent of the Nation's high school students presumed to need vocational education—primarily those not going on to 4-year colleges—were not receiving it. In the four States, even greater proportions—44 to 75 percent—of the high school students needing it were not receiving it.

Vocational educators say that the causes of this situation are—

insufficient financial support at all levels of government and

an unfavorable image of, and a resulting aversion to, vocational education.

GAO's review showed indications of both of these problems but also showed that the image problem was not always present. In some locations, vocational programs are extremely successful in gaining community acceptance, attracting students, and resulting in jobs for graduates. No direct research or systematic information gathering has been performed on the exact nature or extent of the image problem. This situation demonstrates a need for HEW to undertake research into the exact nature and extent of vocational education's funding and image problems.

Funds not properly used for the disadvantaged

In the four States, funds intended by the act to support special programs or services for disadvantaged persons unable to succeed in the regular vocational education program were often not used for this purpose. Special assistance includes tutors, remedial education, and modified or special programs.

Some State and local education officials did not fully understand the intended use of funds for disadvantaged persons and therefore used these funds for regular vocational programs.

As a result of discussions with GAO, HEW issued clarifying guidelines and planned to hold regional conferences to provide further clarification.

These actions should provide the needed clarification, but to be effective the guidelines will have to be enforced through increased HEW and State program monitoring.

Better management information needed

HEW, the four States, and independent evalutors believe that the current management information systems of HEW and the States did not provide sufficient data to adequately evaluate the results of programs, as required by the act. Data furnished to HEW by the States was often inaccurate or incomplete.

At the time of GAO's review, two of the States had made some progress in improving their management information systems. There is a need for HEW to coordinate with State and local education agencies in defining the information needed for an adequate management information system and to assist these agencies in establishing such systems.

Recommendations or suggestions

The Secretary of HEW should—

Initiate research into the exact nature and extent of vocational education's financial and image problems, with a view toward determining what actions are necessary to more fully achieve the objective of the act.

Instruct HEW's regional offices to monitor more closely the use of funds for educationally disadvantaged persons to insure that these funds are being used as intended by the act in compliance with HEW guidelines.

Require the States to describe procedures they intend to employ so that funds for the disadvantaged are used properly.

Coordinate the efforts of HEW and the States in defining the information needed to adequately evaluate program results and should assist the States in the design and the implementation of management information systems.

Take action so that HEW and the States verify the accuracy and completeness of reported information.

Agency actions and unresolved issues

HEW concurred with GAO's recommendations. Actions have been taken or promised to conduct the required research, to properly control the use of disadvantaged funds, and to improve the management information systems. The actions should result in needed program improvements if carried out nationwide.

State officials also generally concurred with GAO's recommendations, but they and HEW said that GAO should have included more information on the accomplishments and potential of vocational education. Although GAO found some programs which appeared to be operating effectively, the incomplete and inaccurate management information prevented unqualified conclusions on overall program effectiveness.

Matters for consideration by the Congress

Although progress has been made, substantial additional efforts will be needed by both the States and the Federal Government to fully achieve the objectives of the Vocational Education Act of 1963.

STATEMENT OF VAGN K. HANSEN, ASSISTANT PROFESSOR OF HISTORY AND POLITICAL SCIENCE, VIRGINIA MILITARY INSTITUTE

It is the purpose of this statement to offer a very personal view of a major federal program as it has functioned in one obscure rural county. For it was with the obscure children of this country in mind, the neglected black and white children who inhabit the ghettos of poverty as well as of race, that the Congress established Title I of the Elementary and Secondary Education Act. It is my intention to raise questions concerning the way in which the success or failure of an educational program can properly be measured.

During the 1970–71 school year, I served as Title I reading instructor at Forsyth Road School in Barnesville, Georgia. This statement is based upon that experience.

Lamar County occupies 181 square miles of second-growth pine forests and striking pecan groves in central Georgia. There are only 10,000 people in the county, about half of whom live in Barnesville, the county seat. The county's population is 38.8 per cent black; and 17.9 per cent of the county's families, according to 1970 census data, subsist on incomes below the poverty line. As in much of the rural South, where the agricultural economy is generally in a state of decline, the majority of the work force is employed in light manufacturing and local commerce, mostly in relatively low-wage enterprises.

My students in the Title I program came generally from the poorest homes. All were boys, because the county school system was segregated by sex when it was desegregated by race.

Full scale desegregation, which came about in September, 1970, was a traumatic experience for Lamar County. Before the court order was issued, Barnesville had operated a school system separate from the county's for the white children of the city. The city's black children were sent to the county schools. With complete desegregation in prospect, the city simply abolished its school system and turned its children over to the county to educate. At the same time, in a move of questionable legality, the city turned its high school building over to Gordon Military College, a debt-ridden private high school-junior college, to operate for the benefit of the local white children.

City-county relations had never been smooth in Lamar County. With this move bitterness erupted to the surface, and citizen support for public education dropped to almost nothing.

With total desegregation large numbers of white children withdrew from the public schools. High school students could attend Gordon; elementary students went either to Monroe Academy in the nearby town of Forsyth or to Barnesville Academy, which was established hastily in a local motel. In 1972, incidentally, Barnesville Academy was granted tax-exempt status by the Internal Revenue Service because of its avowal of a nondiscriminatory admissions policy.

Because of white flight approximately half of Lamar County's public school pupils were black during the year I was there. A large percentage of the white children remaining in the public schools were from the lower socio-economic strata.

Considering the nature of the educational problems in Lamar County, the school system received remarkable little assistance from Title I. Most of the federal aid was used to fund a reading program through the employment of two full-time reading instructors and several teachers' aides. It appeared to me that much more than was necessary was going to administrative expenses.

I was employed as reading instructor in October, 1970, several weeks after classes began. I was told that I would be expected to teach boys in the third grade through the seventh. Another reading teacher was later employed for the girls' school.

The educational problem, I soon realized, was overwhelming. To my classes were assigned children within a normal range of intelligence, but some of them could not read a word, most did not know the alphabet, and many could not write their own names.

The policy of "social promotion" had pushed these children into the third and succeeding grades without their having learned even rudimentary skills. Failure to provide sufficient remedial education had guaranteed that they would not learn those skills. Regular teachers, taxed to teach large classes of children with diverse levels of preparation, found it impossible to take time out from their other duties to give sufficient help to the slower learning children to enable them to progress satisfactorily. As a result these children, unable to do the work assigned to them, often became severe disciplinary problems—a result of frustration and boredom as much as anything. In a class of thirty children, whose reading levels ranged from pre-primer to advanced, someone had to be neglected. In this case it was the children at the bottom of the educational ladder. Title I was their only hope.

Overwhelming is the only adjective that comes close to describing adequately the task set for Title I in Lamar County. All the problems of race, poverty, and lack of community concern merged to give the schools of the county the responsibility of educating children desperately in need of education without giving them the resources to do the job.

Within the elementary section of the Forsyth Road School, the children went to four classes each day—reading, physical science, social science, and mathematics. To help the children most in need within budgetary constraints, a Title I teacher's aide was assigned to each reading class in the third and fourth grades. These individuals, untrained in reading instruction but dedicated enough to give forty hours of demanding service each week for $200.00 salary each month, did the best job they could do under the circumstances they faced. Typically, teacher's aide would instruct about ten children chosen from the bottom of each reading section. Even in these relatively small groups it was impossible to give individual attention to the children who needed it the most: with much time, of necessity, consumed in handling disciplinary problems, and with some children unable to do even the remedial work assigned, the obstacles to learning were greater than the resources that could be mounted against them.

It is essential in remedial work to meet the child where he is—to work with him on his own level and, with encouragement to accompany instruction, to allow him to progress at his own rate. That was my task as Title I reading instructor. Even with individualized instructional materials, there were children who could not keep up with the teachers' aides' classes. My assignment was to work with these children plus those in higher grades who needed remedial help but who had no teachers' aides to help them.

I discovered quite early that with these children, most of whom were slow to grasp even the simplest concepts presented, individual or small group instruction was the only way to help them. While this method was time consuming, no other method offered any real hint of success. With most of the third graders and many of the fourth, fifth, and sixth graders, it was necessary to begin with learning the alphabet, learning to write their names, and beginning to read at the pre-primer or primer level. They were that far behind their classes, and without a program like Title I they would have been condemned to remain that far behind. Once a child has fallen seriously behind in school work, especially if he is unable to read, there is simply no way he can catch up without help at his own level. Elementary skills are learned in an incremental fashion, and no child can comprehend material presented at a more advanced level until he has mastered the rudimentary skills of learning. Poor school systems such as Lamar County's simply cannot afford to provide remedial educational opportunities to their large concentrations of children from deprived backgrounds without considerable outside aid to finance it.

Compounding the problems of previous underachievement in the children with whom I worked were psychological problems common to children from poverty backgrounds. Consequently these children needed massive doses of love and attention, for most received little at home. Curtiss M., a personable little black third grader, was an outstanding example of an unloved child. I learned rather quickly after I arrived at Forsyth Road School that there could be no education without reasonable order in the classroom, and Curtiss managed every day to disrupt his class, often in remarkably ingenious ways. For almost two months I would find it necessary every day to scold Curtiss, and he would break down into tears as a result. It took me that long to realize what Curtiss needed: he desperately wanted my undivided attention, and when I was scolding him, he had it. Finally, when I let him know that I knew, his behavior changed radically: he was a pleasure to work with from that time until the end of the year. When I visited the school in 1972 after a year's absence, Curtiss took charge of showing me around and refused to leave my side.

In more than a few cases it was necessary to overcome psychological blocks before the children could learn anything. In most of these cases I succeeded; in some I failed.

My most disheartening failure came when I was unable to prevent a reversal in the behavior of one of my children. Oscar M., another black third grader, was initially one of the most cooperative children in my class. He was making steady progress in reading until one day in January, when he refused to do his work. In talking with him after class I learned that he had made a conscious decision to stop cooperating with white people. His sister had been involved in an interracial fight at the high school and had apparently influenced his thinking. Oscar would admit that his white teachers and his black teachers were both helping him to learn, but he wanted nothing more to do with whites: "All I know," he would repeat, "is that I don't like white people." Despite all the pleas, arguments, and reason I could muster, I was never able to get Oscar to cooperate again. He never learned another thing in my class.

One of the primary goals of compensatory educational programs has been to prepare children to learn to read—to help children from deprived backgrounds to reach a state of reading readiness. Our society has assumed that children should be ready to read by the age of five or six, and most children do begin learning satisfactorily at that age. The failure of some children of normal intelligence to learn to read in their early school days indicates, however, that chronological age alone does not prepare a child to read. George W., one of my children, had been in school for four years, yet he had never learned to read above the primer level. For several months we worked together and George made little progress. Then, quite suddenly, he began to learn more rapidly. By the end of the school year George was making faster progress than any other child I taught. During the school years he had reached a readiness "take-off" point, and from then on the worst of the struggle to learn was in the past. Educational specialists have ably demonstrated the problems that a child from a deprived background—a child like George—faces in getting ready to read. It takes a concerted effort such as is available through contemporary federal programs to enable a child like George to attain an acceptable readiness level at which reading instruction actually become comprehensible to him.

Ultimately the question for Congress to decide is whether federal educational programs are worth the money they cost. Social scientists are, today, struggling to agree upon a satisfactory methodology for evaluation. Congress must, necessarily, take note of the aggregate data that will be brought in to defend and to denounce these educational programs. At the same time, Congress should not lose sight of the human, nonquantifiable, dimension of federal aid to education.

As far as Lamar County is concerned, I consider Title I a success. The test scores of the children served by the Title I program point to that conclusion. But these test scores are, in fact, virtually meaningless. Many of the children could not begin to read the printed tests they were given, but they could mark the blank spaces at random. The test scores of most of these children indicated a considerably higher reading ability than they had actually attained.

How, then, could Title I be considered a success if some of its beneficiaries could not read any significant portion of the test that was designed to measure their progress? First of all, much of the problem lies with the test, which was writen for children whose reading abiliy is considerably above that of the children with whom I worked. More fundamentally, there is something wrong with the "body count" method of measuring progress. Aggregate indices are important, but individual progress is more important. The success of a program lies in the individual lives it affects. Taking Lamar County as an example, it is clear that in some cases individual progress is great and in some cases it is limited. The unquestioned fact is this: without Title I there would be no progress at all.

As an inexperienced teacher I made mistakes during my year with Title I, the most serious of which was occasioned by the preoccupation with numbers: I tried to work with too many children, thus costing myself time that could best have been spent with a relative few. Our school had funds for only one Title I instructor, so I was assigned to work with four grades, three through seven. Beginning with the third graders, I gradually added children to my classes until I was teaching children in grades three through six. By that time I realized that I was dissipating my efforts by working with too many children, but it was impossible to drop any of them from the class. Being chosen to attend reading class had become a status symbol among the children of the school, and being dropped from the class would have been a serious psychological blow to any of them. It would have been interpreted as personal rejection by children who know only too well what it was to be unloved and rejected. As I have already mentioned this unfulfilled need for acceptance was one of the primary causes of educational retardation. Realizing this, I continued to work with four different grades, dissipating efforts that could have been best used by concentrating them upon a relatively small target group. Preoccupation with numbers caused the initial mistake, and remedying the situation would have caused more harm than good.

To have concentrated in one grade would probably have been looked upon as a waste of time and money by program evaluators: after all my services were originally intended for five different grades, not just the four with which I worked; and the more children served, one might say, the better. A person who has not had personal contact with a school such as Forsyth Road cannot begin to comprehend the depth of the problem there and to understand the reasons why several special teachers, not just one or two, are desperately needed in such schools.

Because of lack of outside understanding, we were forced to forego one opportunity that would have done a great deal to reinforce the Title I program at Forsyth Road School. In some schools "ability grouping" of children has been used to resegregate black children within otherwise desegregated schools.

Consequently civil rights groups and some professional organizations have vigorously opposed its use.

Teachers at Forsyth Road School realized that education was suffering because each of their classes included a range of children whose educational achievement levels varied from pre-school to advanced. Given the disciplinary problems which were everpresent, it was impossible to teach effectively these classes with such wide ranging levels of preparation. Especially, the children who had progressed the least suffered—the children for whom Title I was intended—because most of the work they were expected to do far surpassed their preparation to do it. Consequently, most of them did nothing.

The third grade teachers, after an initial period of hesitation, decided to put into effect a plan of their own to group children into classes according to their levels of achievement. Race in no way entered into their considerations as they selected children for each group, but the most advanced of the four groups emerged approximately 80 per cent white and the least advanced group approximately 80 per cent black. The Superintendent of Education, for that reason, refused to allow the plan to go into effect. Insisting that it would bring the wrath of the federal court upon the Lamar County schools because of its effect upon racial mixing in the classrooms, he decided that the safest policy would be to take no action that might be interpreted as racially inspired.

The ones who suffered most, as a result, were the children served by Title I—the children who would have been in the bottom group. Under the proposed achievement grouping, they would have received instruction in every class at the level for which they were prepared to respond. This would have reinforced the Title I reading instruction, which was limited to a small part of each day, with a full day's work at the appropriate level. Instead, because of the failure of those outside the school to understand the situation inside, these children were condemned to day after boring day of instruction incomprehensible to them because of their lack of background, condemned to be treated as disciplinary problems because they had no work they could do while the rest of their class was working on assignments appropriate to their own level of preparation. In effect the children with the poorest backgrounds were denied an equal opportunity to learn because, except for the Title I instruction, no education was offered at the level to which they were prepared to respond.

In Lamar County compensatory education programs are essential if children from poverty backgrounds there are to have a realistic chance to learn. Given the county's small tax base and the white population's lack of support for public education, such programs are beyond the financied capacity of the local school system to undertake. The federal government is, in fact, the only realistic source of the necessary funds.

Although my personal involvement has been limited to one, I know that there are many school systems similar to Lamar County's in the United States. I know furthermore, that the only chance the poorer children in these systems have to learn comes from the compensatory education programs which have been financed by the federal government. There have been, inevitably, many failures in such programs, but without these programs a huge proportion of the children of this country will never have the opportunity to grow into productive adult citizenship. With these programs there is no guarantee of success, but without them there is a guarantee of failure. The beneficiaries of these programs are given at least a chance to be educated. In the process all of us become the beneficiaries.

STATEMENT OF JOHN B. LUCAS, PRESIDENT OF THE ASSOCIATION OF SCHOOL BUSINESS OFFICIALS

Mr. Chairman, Members of the Committee of the House Education and Labor Committee. It is indeed an honor and a privilege for me, in behalf of the approximate 4,000 members of the Association of School Business Officials (ASBO) to be afforded the opportunity to submit to you a statement which has as its purpose that of *supporting the intent and concept* oulined in he proposed "Better Schools Aid Act" if it were adequately funded. As President of ASBO, I speak as a representative of school business officials, whose vital management responsibilities include budgeting, purchasing, accounting, disbursement, warehousing, personnel, insurance, school food services, transportation, school buildings, and real estate (school site acquisition and disposal).

ASBO, as an organization, has sought by design to position itself outside the arena of educational policy formation at the national level until recently. The dramatic increase in Federal Categorical Authorization and Funding of Education Programs has caused us to re-examine our professional posture, purpose and future activities. In short—every educational program, whether it be state, local, federal or private foundation funded—impacts upon school business officials!! Each is separate, unique in design, complete with application format, evaluation, financial accounting, etc. However, each has the goal, objective or purpose, if you will, of contributing to a better education of the school children of the nation.

Appropriations for categorical programs should be sufficient to provide for federal program outcomes expected from parents and taxpayers. Sufficiency requires that all program costs be funded if the program is intended to meet the categorical objectives of congress and federal agencies. When school districts and states are required to provide "matching funds" either on a direct or indirect cost basis, the economically disadvantaged school districts and states cannot participate—the poor get poorer and the rich get richer.

There is great need for program consideration. For example, look at the school district of Memphis, Tennessee—140,000 pupils, 5,500 teachers, and 4,500 other personnel. Last year, under *18*—mind you *18* different Public Laws, and *37* Titles therein, the system operated *95* different Federally Funded Projects—with approximately $19.5 million. The dollars were indeed great to have as a supplement—but it cost Memphis to spend the federal dollar! What do I mean by that statement? There is no way, within the current, overly restrictive federal regulations and state guidelines that a school district can plan for and cover and claim *all* costs incident to the administration of current multi-categorical federally funded programs. Small school districts tend to be in an even more difficult position in recovering full costs.

Narrowly conceived categorical programs should not continue indefinitely. A program should have specific objectives with measurable outcomes. When these outcomes are met, the program should be discontinued and, as necessary, new ones initiated. On the other hand, federal revenues are required for more broadly conceived programs and for general operations.

Sharing revenues of the United States with the state and local educational agencies is essential to a sound fiscal policy for education. Regressive sales and property taxes cannot continue to be the major source of revenue for the education of the elementary and secondary school students in America. The property tax has led to an estimated 52 suits in state and federal courts in 31 states, and since August 1971, federal state courts in California, Texas, Wyoming, Michigan, Minnesota, Kansas, Arizona, as well as New Jersey, struck down the property tax for school financing. The federal income tax is yielding such a large share of tax receipts of all types in the United States that it provides the only practical source of revenue for education if local regressive taxes are to be reduced as they should be in most states.

Now, where are we? We are at the crossroads of either supporting continued proliferation of categorical aid to education or consolidating programs into a "service delivery vehicle" like "The Better Schools Aid Act" followed by a strong effort to acheve adequate levels of funding.

Thank you.

STATEMENT OF JACK BEIDLER, LEGISLATIVE DIRECTOR, UAW

Mr. Chairman, I am Jack Beidler, Legislative Director of the United Auto Workers. I am pleased to submit for consideration of the General Subcommittee on Education the following statement on legislation relating to elementary and secondary education.

The UAW has supported the Elementary and Secondary Education Act, and particularly Title I of that Act, since its inception in 1965. We continue to support programs authorized by ESEA and urge most strongly that in considering extension of the Act, the Committee on Education and Labor and the Congress insist upon retention of the concept that our federal dollars be spent first upon those who need help the most.

Our statement will focus upon Title I and the program it authorizes to provide compensatory investment to improve the quality of education for young people who are suffering from disadvantages imposed by poverty. We also support the other programs authorized by ESEA, but we are particularly concerned about the future of federal aid for disadvantaged youngsters in light of some of the so-called expert analyses raising questions about the efficacy of compensatory education programs. It should be noted that the most widely-cited analyses questioning the role of the schools in ameliorating inequalities are based upon data which are out of date. Data for the Coleman Report, upon which much of the revisionist wisdom is based, were gathered before school systems received the first Title I funds. Therefore, it hardly seems fair to cite that data in implicitly criticizing the program authorized and carried out under Title I.

Mr. Chairman, we are dismayed at the consistent unwillingness of the Nixon Administration to accept as viable what has been done in the past to meet the pressing human problems facing our nation. To their credit, the executive and legislative branches of our federal government cooperated during the 1960s to identify certain priority needs and to fashion legislative responses to meet those needs. Thus evolved the categorical programs which the Nixon Administration now seems determined to dismantle by legislative or administrative means, whichever is necessary.

We recognize that some of those legislative responses have not worked perfectly. There should be modifications to eliminate duplication, facilitate consolidation and improve operation. But because improvements in the programs may be desirable is no excuse for "throwing the baby out with the bath water," which is the way we see many of the actions of this Administration. It has been said that the motto of the Nixon Administration is, "If at first you don't succeed, quit." That about sums it up.

The Nixon Administration may be ready to give up on social programs of the '60s which have been tailored to target federal assistance in the interests of our fellow Americans who need it most and on pressing national problems. But the UAW is not ready to march to the beat of the Administration drum; we are not prepared to say the legislative accomplishments of the '60s are necessarily irrelevant to the challenges of the 1970s.

In no area of federal legislative activity was the decade of the 1960s more productive than in education. And among the many education measures enacted, the Elementary and Secondary Education Act was, in our judgment, the most important. It can stand improvement to be sure, but ESEA basically remains as a viable framework within which our federal government should continue to provide its major investment in the education of elementary and secondary school pupils.

The UAW generally supports H.R. 69, the proposed Elementary and Secondary Education Amendments of 1973, sponsored by the distinguished Chairman of the Committee on Education and Labor, Mr. Perkins. We hope the Committee will report legislation along the lines suggested in H.R. 69, with whatever modifications might be advisable, to extend and preserve the programs authorized by the Elementary and Secondary Act, particularly Title I.

Mr. Chairman, we were apprehensive and skeptical about the Administration proposal for education revenue sharing even before the bill was formally introduced this year. Our skepticism was based upon analysis of last year's bill and the way in which Administration spokesmen had explained their legislative objectives in revenue sharing. After hearing the testimony of the Administration witnesses on the occasion of the introduction of the "Better Schools Act of 1973", we are even more opposed. We will concede one thing, however; the Administration does know how to package its proposals so that they appear superficially to be the sort of programs no one could oppose. Can you imagine opposing the "Better Schools Act"? When one looks behind the label, however, opposition is not so difficult to understand.

"The Better Schools Act of 1973" would eliminate some 30 categorical grant programs in elementary and secondary education. In their place would be a program authorizing the states to distribute federal assistance in five broad categories—education of disadvantaged students, vocational education, impact aid, education of the handicapped and supportive educational services.

We have so many serious reservations about the Administration's proposal that it is difficult to decide where to begin. It is refreshing to note, however, that we are not bogged down in the basic argument over whether there should be federal aid to education. But we are arguing about how that assistance is to be distributed. In terms of impact on children, that argument can be almost as important.

The reason federal aid to education finally became a reality after so many years was that state and local governments were not fully meeting the educational needs of young people. The federal government responded, fashioning categorical programs to meet certain categories of needs. The needs still exist as does the need for the categories.

Although the Administration bill would "pass through" to local school districts funds for impact aid and education of disadvantaged children, funds in the three other broad categories would be distributed by the state in accordance with its own determinations. Thirty percent of funds for handicapped and vocational education and up to 100 percent of funds for supportive materials and services could be transferred to other types of activity. The UAW opposes such discretion for state administrators over the use of federal funds, particularly in light of the track record of many in their failure to understand the needs of urban America and of poor and minority people. We also fail to understand why the Governor of each state, rather than the state education agency, would administer the program in the absence of a state law specifically providing another agency to administer it.

Our reading of the proposed Better Schools Act leads us to the firm conclusion that many young people now benefiting from Title I assistance would lose that help and thus receive a lower quality of education. We cannot accept such "economies," although we do agree with the concept that federal assistance should be concentrated. The way to accomplish such concentration is not to take assistance away from those who need it but to increase the funds available to focus more assistance on the children in greatest need. There is adequate authority in Title I to accomplish this if sufficient funds were appropriated. Under current funding levels, it has been estimated that 15 to 20 percent of the children now receiving Title I assistance would be excluded by the Administration proposal.

Although spokesmen for the Administration have made much of the "no-strings" concept of revenue sharing, the "Better Schools" proposal would impose rigid strings in the requirement that districts spend 75 percent of their aid for disadvantaged for instruction in basic language and mathematics skills. We happen to agree that compensatory education assistance should be focused upon such fundamental skills. We point out the 75 percent requirement simply to show how the Administration says one thing and does another in its proposed Better Schools Act.

The Administration has argued that education revenue sharing would give state and local school officials greater freedom to determine priorities and get rid of burdensome red tape. On this score too, Administration has engaged in double talk.

Two of the largest programs in the proposed Better Schools Act—the impact aid and aid to disadvantaged programs—already give local officials wide latitude to spend funds on local priorities. Impact aid can be spent on almost anything, and Title I may be used for a broad range of activities so long as they can be shown to improve children's academic skills.

Under the Administration's bill, funds not "passed through" to local school systems would not necessarily reach systems with the greatest financial and educational needs for education of the handicapped and vocational education or for special supportive services. Experience has demonstrated clearly that states often distribute money in highly inequitable fashion. Studies show that school districts with the most serious fiscal and educational problems do receive the highest proportion of Title I money, but they may receive least in state aid and other federal funds over which states have effective control.

Mr. Chairman, we should look carefully at the facts and the fiction of the Administration's "red tape" argument. It is misleading to say the least. The fact is educational revenue sharing would not eliminate programs which have produced most paperwork. Complaints of excessive paperwork usually are generated by applications submitted for approval to the Office of Education in competition with other programs. Such programs are called "discretionary" because the Commission of Education has considerable discretion over whether to fund an application. Local school systems usually must pay for paperwork associated with discretionary program applications. If such applications are not funded, then the system has lost its investment in preparation of the application.

The programs which would be replaced by the Administration's revenue sharing plan are not discretionary; they are formula grant and categorical aid programs. Federal aid helps to cover the costs involved in whatever paperwork is necessary in planning and demonstrating accountability in formula grant programs. Some of the programs initiated by the Nixon Administration itself—the Emergency School Assistance and "right to read" activities, for example—are new discretionary programs which have generated some red tape. They would be untouched by revenue sharing.

If the Administration's Better School Act were to have any effect on red tape at all, it would probably be to shift some of the paperwork from the federal to state level. This does not impress us as much in the way of reform.

The bill would preserve the Title I concepts of comparability and concentration. But it would not require two very important safeguards—requirements for maintenance of effort and for parental participation.

Parents should participate to the maximum extent possible in the education of their children, and it is particularly important in the case of the Title I program that parents have a meaningful role. At present, federal regulations guarantee parent participation in Title I programs. The Secretary of Health, Education and Welfare has said in the future that should be a matter for local determination. Congress should not leave it up to local administrators, some of whom have done all they could to prevent meaningful parent participation.

The maintenance of effort provision of Title I assures that previous levels of state and local funding for education are maintained, not replaced or by reduced federal funds. We believe the long-term effect of eliminating that provision would be consolidation of funds for disadvantaged with other revenues of the school district and a failure to maintain effort.

Mr. Chairman, another bill before your Subcommittee is H.R. 5163, sponsored by Congressman Quie. It would change the method of allocating Title I assistance in a way which purports to get at the problem of educational disadvantage more precisely. The bill has superficial attraction until one begins to consider the problems which would be associated with it and the degree to which it fails to provide appropriate answers.

First of all, we do not agree that the focus of Title I should be changed to try to deal with learning disabilities of all children. We do believe the federal government, with its progressive income tax based upon ability to pay, should assume more of the burden of financing the education of all America's youngsters. To the extent that it does in the future, presumably we as a nation will begin to address ourselves more comprehensively to learning disabilities among all children regardless of the economic circumstances of their families.

Title I, however, was designed to deal with educational deprivation imposed on children from poor families by the poverty in which they live. If compensatory education money is now allocated on another basis, such as tests as proposed in H.R. 5163, it will more than likely mean less money for the education of children from low-income families.

The Quie bill does preserve some of the safeguards we believe are important in the existing Title I program. Comparability and maintenance of effort are retained, and requirements for concentration and parental participation are quite effective. But the bill raises more questions than its answers.

We will leave to the testing experts the question of whether the kind of test Mr. Quie has in mind can be devised. We would, however, like to raise a few layman's questions about tests and their use in a program such as Title I.

The use of tests contains the risk of misclassifying young people, which could be a debilitating factor for the rest of their lives. Disabling conditions, which lead to the placement of children in special classes, frequently result from bilingual or minority backgrounds. Such a condition may not necessarily mean a condition of "educational disadvantage," but a test might say it does.

Typing a child as "educationally disadvantaged" as part of determining a school district's share of federal funding—depending upon how it would be done—might result in attaching a stigma to the child by making that description a part of his school record. Although we do not believe there would be widespread dishonesty in the case of such testing, there would be the possibility of some seeing an advantage in categorizing as many students as possible as "educationally disadvantaged" because it would mean more federal assistance.

Many educational tests now in use are culturally-biased against non-white, non-middle class students. How would the tests envisioned in H.R. 5163 deal with this problem, and what about procedural safeguards to assure fairness, accuracy and constitutional due process? There does not appear to be a provision for the tests to be administered in languages other than English to overcome language barriers.

If federal assistance were based upon the number of children designated as "educationally disadvantaged" on the basis of tests, where is the incentive to improve students' scores? We fail to find the kind of effective protection against invasion of privacy, misuse of student records and unwarranted disclosures which would be essential under a program such as that proposed by H.R. 5163.

We believe Mr. Quie's bill contains some ideas which certainly are worthy of consideration. Some of its provisions—for example, the assurances of meaningful parental participation, comparability and maintenance of efforts—are excellent. But we are not persuaded that enactment of the bill would constitute progress at a time when federal funds are scarce, and when it would probably mean less money for upgrading the education of children from impoverished backgrounds.

Mr. Chairman, we hope this Subcommittee, the full Committee on Education and Labor and the Congress will reject the Administration's revenue sharing proposal and H.R. 5163 and instead adopt legislation such as that suggested by H.R. 69 to extend and preserve programs authorized by the Elementary and Secondary Education Act of 1965. We appreciate this opportunity to share with you the views of the UAW on this subject which is so vital to the future of our nation and its young people.

STATEMENT OF LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

Legislation to which this statement is addressed:

H.R. 69: the "Elementary and Secondary Education Amendments Act of 1973," by Chairman Carl Perkins (D., K.Y.)

H.R. 5163: the "Educationally Disadvantaged Children's Act of 1973," by Ranking Minority Member Albert Quie (R., MI.)

H.R. 5823: the "Better Schools Act of 1973," the Administration's Special Education Revenue Sharing legislation, introduced by Representative Alphonso Bell (R., CA.) by request.

BASIC RECOMMENDATIONS

The League of Women Voters of the United States finds it significant that all three of the above-listed pending measures related to extension of federal programs for elementary and secondary education accept the need for a major federal role in compensatory education and would continue many of the basic programs instituted in 1965. Of the three proposals before the Committee, however, the League prefers and ***supports*** extension of the Elementary and Secondary Education Act (ESEA) along the lines of Chairman Perkins' bill—HR 69—with some modifications. We *oppose* changing the allotment of Title I funds to states to a system based on a standardized national testing system, as proposed in HR 5163. We *oppose* application of the special revenue sharing concept to federal elementary and secondary education programs, as proposed in HR 5823.

The League urges the Committee, therefore, to take the following actions:

1. To extend the "Elementary and Secondary Education Act," maintaining the categorical approach to compensatory programs for disadvantaged children;
2. To establish an official legislative history in support of increased funding for Title I programs;
3. To retain the formula for allocating Title I funds to states on the basis of "economic" disadvantage, with legislative requirements for frequent updating of low-income population figures and assurances that funds will go where the need is greatest;
4. To simplify programs and application procedures and to provide specific protections against excessive administrative regulations and red tape;
5. To report the bill to the full Committee at the earliest possible time so that Congress will have a chance to take positive action to extend ESEA, rather than allowing the automatic one-year extension to take effect.

RATIONALE FOR LEAGUE POSITION

League membership interest in and support for the ESEA over the past few years has centered in the Title I compensatory education programs for disadvantaged children. Support has extended also to special Title III supplementary educational services programs, Title V programs to strengthen state and local educational agencies, Title VII bilingual programs and Title VIII demonstration projects to improve nutrition and health services. The League specifically endorses continuation of the categorical approach to the above programs in order to protect and enhance the federal commitment to compensatory aid for disadvantaged school children.

Prior to enactment of ESEA in 1965, League members worked for years with state legislatures, and local educational and governing agencies to improve the quality of public education. But the gaps in state and local funding capability became more and more evident. Added to our commitment to improved education for low-income and other disadvantaged students, this realization created a logical base for a position favoring a new federal role in education. Continuing support for ESEA programs is also part of the League's on-going broader commitment to federal programs which enhance equality of opportunity and upward mobility not only in education, but also in employment and housing for all citizens.

League members are convinced that extension and expansion of the federal commitment to compensatory education programs for the economically and educationally disadvantaged is an *essential* and *major component* of the generally accepted goal that all United States citizens should be given a fair chance to move into the mainstream of society. Other components of the national commitment to equal educational opportunity are federal programs designed to facilitate desegregation of schools and burgeoning efforts to compensate for the invidious inequities among and within states in the quality and quantity of education. All three approaches are vital.

League members value the importance of basic local control over education. But they are also sure that there are authentic national goals which can be sustained *only* by realistic *federal* programs, funding and direction. The *fact* of a federal responsibility for and, role in, helping to create greater educational opportunity is now established. Many questions remain, however, as to the most effective and most judicious methods for meeting the disequilibrium in today's systems of education, and the League appreciates the dedication evidenced by members of the General Education Subcommittee and the Administration in seeking answers to broader problems of education while extension of the Elementary and Secondary Education Act is being considered.

There are five general, philosophical reasons behind League support for the H.R. 69 approach to continuing ESEA compensatory programs:

1. ESEA—and especially Title I—marked the beginning of the federal commitment to compensatory education for the disadvantaged and should not be weakened or diverted by new approaches at the present time.
2. The timing is not right for major change within the next year or two; school systems are already beleaguered by financial upheaval.
3. Allotment of funds for Title I programs on the basis of "educational" disadvantage or deficiencies would spread the already inadequate funds among too many students, thus weakening programs for children who suffer under the double handicap of economic and educational disadvantage.
4. The revenue sharing concept as proposed in H.R. 5823 does not guarantee an adequate federal commitment to Title I programs, in principle or in funding; also, the revenue sharing concept needs further testing and evaluation before being applied to education.
5. The need for greater federal effort is clear, and Congress should reorder priorities proposed in the fiscal 1974 budget to permit increased spending for Title I and other compensatory programs.

EXPANDED DISCUSSIONS OF ISSUES AND LEAGUE POSITION

"Title I"—A key Federal commitment

Although Title I programs are not the only compensatory education programs in the Elementary and Secondary Education Act, *Title I* has become the most important federal commitment to and focus on eliminating educational disadvantage. Title I was the major new thrust in elementary and secondary education at the time when programs were combined under the umbrella act in 1965. During the seven years it has been in effect, Title I, in fact and as a concept, has become a part of the basic fabric of education.

Winning community and professional acceptance of the special intent of Title I (and other special compensatory education programs) was difficult in many instances. Nevertheless, many, many communities have developed the will, support and know-how necessary to undertake effective programs under the ESEA categorical grant approach. That fact by no means reflects full satisfaction with the quality of the programs, the level of funding, or the techniques and professional capabilities needed for maximum effectiveness.

The primary problem now, however, is not winning support but making compensatory education more effective for more of the neediest students. The effort to switch the allotment formula to an elaborate federal testing system or to an uncertain revenue sharing system will detract attention and energies from the primary goal. Retooling for new approaches will delay getting compensatory programs underway in the 1973–74 school year. Once more, the disadvantaged students will be the victims.

The League recommends, therefore, that the Elementary and Secondary Education Act be extended and that the Federal commitment to compensatory education for the economically disadvantaged be renewed and strengthened. We are convinced that to superimpose new approaches upon the programs now would undermine the momentum for compensatory education built up under ESEA.

Time not right for major change

There are two basic reasons why the League says that the fiscal year beginning July 1, 1973 should not mark the beginning of the proposed new testing or shared revenue concept for compensatory education. *One*, the entire state and local education establishment is reeling already. States face the prospect of having to make major adjustments in school finance to create greater financial equity among school districts. They face delayed and uncertain funding for desegregation assistance. Now is *not* the time to impose any new controversial concept on compensatory education.

Two, the "New American Revolution" called for by President Nixon in his State of the Union Message address of 1971 is already underway. States, cities and smaller communities are beleaguered by monetary and programmatic uncertainties about the federal role in such matters as employment, health, housing, legal services, model cities, poverty programs, water and sewer systems, urban renewal, welfare and social service programs. Whatever the long-run merits of that "revolution," the immediate and most devastating effect is felt by people who are the most disadvantaged by virtue of race, economics or other handicaps—the same people who are most deeply injured by educational inequities.

The League maintains, therefore, that now is not the time to upset the compensatory education "applecart." It is the time to renew and strengthen the Federal commitment to special educational assistance for children who suffer both economic and educational disadvantage without further delay.

"Economic" versus "educational" disadvantage

The League is aware of reports indicating that "economically" disadvantaged children (as counted under the $2000 family-income limit) constitute a small proportion of children over the nation who suffer from educational deficiencies. We maintain, nonetheless, that the children who face the *dual* handicaps of poverty and educational disadvantage should be the children on whom Title I funds and programs must be concentrated. To spread the funds for Title I programs around among all children having educational deficiencies would be to diffuse the program to such an extent that it would deprive the most greatly disadvantaged children of any genuinely compensatory education aids.

There is another major reason for League disagreement with the proposal to switch the basis for allocating funds for Title I to states from the incidence of poverty to the incidence of educational deficiency. We seriously doubt the validity of any single federal test for measuring the educational deficiencies of students over the entire nation. Testing educational ability and achievement is a matter on which there is probably less agreement even than on the results of compensatory education. Racial and language minorities and people living away from the mainstream of American life in ghettos or in isolated rural areas know most of the standardized tests are stacked against their children. They may perceive any single federal test to measure educational deficiency as an effort to further denigrate and set them apart. Under present law, *all* children in schools targeted for Title I assistance are eligible for all programs designed to alleviate educational deficiencies. Many local Leagues have reported to us the benefits derived by all children in Title I schools and, indeed, by children and teachers in entire school systems. There have not been enough Title I funds to go around even to all eligible schools, and there has been keen competition for the funds provided. There has also been great pressure to establish programs comparable to Title I programs for *all* children having educational deficiencies. We see this competition as a sign that the programs must be achieving demonstrable gains.

The League certainly would not oppose new federal programs to help school systems meet the demand for compensatory education funds, or to help erase the financial inequities among school districts. *We remain firm, however, in our conviction that Title I funds must not be diverted to satisfy the requirements of children from more affluent and politically powerful families.*

The League, therefore, recommends continuation of the present program under which funds are allotted to States on the basis of the numbers of economically disadvantaged families.

We recommend legislative requirements that the formula for calculating the numbers of eligible children be based on frequently updated data and flexible methods to take into account particularized community circumstances.

We recommend intensive work by the National Institute of Education to devise and test flexible means for assessing educational deficiencies, so that compensatory education programs can be targeted and evaluated more precisely.

Revenue sharing concepts

There are two basic reasons why the revenue sharing concept should not be thrust upon elementary and secondary education now: revenue sharing itself needs more testing and evaluation and the basic concept weakens the thrust of the *federal* commitment toward compensatory education.

As to the first reason, revenue sharing as an idea and as practiced is still being hotly debated. Neither the Congress nor the Administration has any clear-cut demonstration that "general" revenue sharing is working according to the original Congressional intent. More time is needed to test the merits of state and local programs for which federal funds are being used, and to monitor compliance with federal standards. State and local governments need more time to develop capabilities for administration of the funds. Citizens need more time to organize and develop the skills they need to assure that they will actually have greater *local* control over programs.

As to the second reason, the revenue sharing concept is a part of the "revolution" aimed at turning more and more responsibility back to state and local governments. As such, the promotion of shared revenues in connection with compensatory education weakens the *federal* commitment to aiding those children in greatest need; it shifts the emphasis from the goals of *compensatory education* to the goal of sharing federally collected revenues. Furthermore, the Administration bill does *not provide any funds to strengthen state and local education boards*, even though these boards would be required to assume major new responsibilities with regard to administering special education revenue sharing funds.

The League is aware that there has been so much administrative red tape connected with applications for grants under ESEA. But we believe these problems can be remedied without changing to education revenue sharing. For example, if a school district wants to use ESEA program funds to put together a program of pre-school compensatory education, a library-reading improvement center, and a plan for strengthening the local educational agency, it should not have to file three sets of applications to three different U.S. Office of Education operations.

The League, therefore, recommends continuation of the ESEA categorical approach to insure that Title I and other compensatory funds are concentrated where the need is greatest.

We recommend legislative clarification of language in HR 69 so that State and local educational agencies will have greater flexibility and be subjected to less red tape in obtaining funds for programs best suited to their communities.

COMMENTS FROM LEAGUE REPORTS ON REVENUE SHARING FOR EDUCATION

A member of the Education Committee of the Birmingham, Alabama League writes: "My feeling in general is that I would be very disappointed to see federal programs for education, such as Title I, discontinued in favor of a revenue-sharing type of fund distribution. In Alabama, at least, *I am sure that the poor would receive even less of this money if its use were left up to state and local officials,* because many governmental officials seem to be out of touch with the needs of poor people.

"I am in favor of local officials determining the needs of their communities and trying to meet those needs in creative ways. But I think *federal* programs with specific purposes and regulations, within which local citizens could use their creativity, would guarantee greater benefit to those who are really in need educationally, than would broad guidelines for a revenue sharing type of distribution of educational funds."

League Report: From a letter by the president of the League of the Santa Ana, Tustin, Orange Area of California. The letter accompanied a report on the Orange and Santa Ana School Districts in which some criticisms were expressed about the administration of ESEA funds, but ended with this paragraph: "We recognize the need for more efficiency in the federal education programs, the need to reduce the sometimes excessive administrative costs. But the answer to these shortcomings in the present programs is not Educational Revenue Sharing. Federal grants for education must be accompanied by federal requirements; anything less would be a travesty to the children of poverty and the children who were not born white."

Need for increased funding; new priorities

Earlier in this statement, we said that the *fact* of a federal responsibility for and role in compensatory education is now established. League members find that premise has wide acceptance. What does not seem to have widespread understanding or acceptance is the magnitude of the need for compensatory education. There is still debate about the validity of the findings and recommendations of James Coleman in his 1966 study, "Equality of Educational Opportunity" (published before any substantial Title I, etc. programs were underway). More currently, discussion has centered around Christopher Jencks' study, "Inequality." But there seems to be little doubt that family background and the general family environment have a great deal to do with differences in opportunities and readiness to learn.

According to the December, 1972 Senate Select Committee report, "Toward Equal Educational Opportunity," much experience in recent years indicates that the children who need compensatory education the most are children whose parents have little formal education and who come from homes in which poor health, poor housing, poor job opprtunity, and poor income are also a part of the general pattern of daily life. Title I and other ESEA compensatory programs are intended to be focused on the children and young students from these homes.

Why? Because such an accumulation of handicaps in families undermines the stamina, ambition and sense of worthiness essential to a parent's capacity to awaken and nurture any child's learning abilities and desire to achieve excellence.

We note that about 6.2 million children were served by Title I ESEA funds in 1971 and 1972. The *real* need, however, seems much greater. For example, the Senate Report, "Toward Equal Educational Opportunity," estimates that from *12 to 20 million* of the 59 million school-age population are from educationally or economically disadvantaged homes. The HEW chart released with HR 5823, places 8.4 million children in families having $2,000 or less in income. Yet, the Administration bill would have the effect of reducing the number who could receive special assistance to about 5 million. Why? For reasons of economy? If so, would it be true economy?

Average Title I expenditures per child aided have been around $200. The Administration's own studies indicated the need for $300 in compensatory funds for each child in order to make the "catch-up" efforts really successful. Even though the "Better Schools Act" does require that a certain proportion of the education revenue sharing funds be spent for Title I programs, the Administration's budget request for that program is only for $1.5 billion—obviously not enough to meet the need. Also, the language of the "Better Schools Act" does not guarantee that Title I funds would have top priority among the programs to be financed by special education revenue sharing funds.

Because of the great need for compensatory education for low-income children, the league urges the committee to write tougher legislative direction to encourage appropriations adequate to meeting the $300 per-pupil-served standards set in HR 69.

The "hold-harmless" provision must have guarantees to protect against continued underfunding in states where great increases in the poverty population have taken place since the 1960 census.

Besides urging strengthened language in the bill, the league recommends that the committee use its report and the floor debate to estabish an official legislative history in support of a congressional change in national priorities—a redirection so necessary to provide more funds for compensatory education. Otherwise, children in need will be caught between a fixed budget ceiling and the administration's budget request limitations on spending for title I and other ESEA compensatory programs.

SAMPLE LEAGUE REPORTS IN SUPPORT OF GREATER SPENDING

From a statement by the co-chairman of the Schools Committee of the League of Women Voters of Chicago, Illinois: "The LWV has in the past been concerned for the effectiveness of federally funded programs in the Chicago public schools. While we continue to be concerned for their effectiveness, today we are even more concerned for their survival, especially for the survival of ESEA, Title I, the program which has had the greatest impact in equalizing educational opportunity.

"Title I has never been fully funded. This is the first thing to realize when considering its effectiveness. LWV does not have the experience to say what level of funding would achieve true equality of opportunity in education, but the federal government has its own studies, its own recommendations. Among these are:

> "The judgement of Congress which has authorized $6 to $7 billion per year while the presidential request has continued at $1.5 billion.
>
> "The National Educational Finance Project, which recommends that twice as much be spent on the inner-city child as on the student in a more affluent neighborhood.
>
> "Taking the Board of Education figure, that 20% of our children are living in poverty, this would mean doubling one-fifth of our school budget, or adding $160,000,000. Contrast this with the $30,000,000 we have been getting.

"Of the 101,000 children from low-income families living in high density poverty areas 48,000 are actually being served by the ESEA Title I programs. What about the other 53,000? And what about the children from low income families who live outside of these high density areas Are they not also entitled to something?

"A program with which we are all pleased is the Child-Parent Centers. These have succeeded in raising reading readiness and reading achievement scores to close to the national norms, while nearby regular elementary schools continue to produce the usual abysmal reading scores. . . .

"And we learn from this that a successful program includes a very high level of funding ($1500/child); total school involvement: starting with the very young child; adequate planning and in-service training for staff; carefully structured curriculum; and meaningful parent involvement."

From a report of the Education Committee of the Jefferson County, Colorado League: "Since its inception in 1965, budget allotment has been cut to two-thirds, necessitating a narrower scope, in fewer schools, over a shorter grade span, with fewer pupils being helped. . . . Budget has fluctuated throughout five-year history of program—$256,000 in 1965, to a high of $329,000, to this year's (1972) of $205,000. Coupled with inflation and increasing salary schedules, the work has been hampered by budgetary restrictions." The report also stated that more schools met the criteria for Title I eligibility than could be chosen because of fund shortage.

CONCLUSION

To recap recommendations presented in this statement, the League of Women Voters of the United States urges the Subcommittee on General Education to act swiftly to report H.R. 69 with modifications to strengthen funding for categorical compensatory education programs and to simplify procedures. We are convinced that the categorical program is essential to protection of the *federal* commitment to effective educational programs for children from families with very low incomes and little political weight with which to promote programs to meet their special needs.

STATEMENT ON BEHALF OF THE AMERICAN ASSOCIATION OF UNIVERSITY WOMEN

We appreciate the difficult task this committee has in dealing with extension of the Elementary and Secondary Education Act which expires June 30. In preparing this statement without having seen the Administration's much discussed proposals with respect to federal assistance for elementary and secondary education, including special education revenue sharing, there is little by which to judge Administration intent other than by the executive budget request for the Department of Health, Education and Welfare. As this Committee and the country's public schools, who are faced with planning for the coming school year, are also confronted with the same confusion the American Association of University Women would like to recommend that this Committee extend and expand the current Act for a minimum of two or more years in order to buy time. Exploration, evaluation and a better understanding of changes which the Administration has indicated it intends to propose would be possible under such a calendar.

Needless to say, we are quite concerned about the future of the Elementary and Secondary Education Act. From its inception we have supported ESEA both in principle and in implementation. As the numerous professional groups appearing before this committee have documented, these funds have been successfully used in dealing with the many special educational problems of different groups throughout the country. We can add our witnessing of this progress. Unfortunately, the successful education of one child does not eliminate the learning problems of his younger brother. To say that we have begun to find ways to reach the disadvantaged, problematic, and handicapped children is to provide hope for meeting the needs of still more children for the future. That hope cannot be implemented, however, without continued funding for continued programs, updating and improving methods and materials. We are troubled too that the nation's school systems appear not to be facing up to the necessary decisions on alternative means to property tax for school support that must be made as a result of recent court decisions and the failure of school board issues.

Our members have worked in the varieties of programs funded by this Act both as paid professionals and volunteers. We have seen the impact of innovative materials provided through Title II on children not easily reached with conventional classroom methods. We have been encouraged by the expansion of commitment under Title I to children with handicaps and special learning problems. We believe firmly in the integration of individuals from all cultural backgrounds into our educational and working mainstreams as the programs for teaching English as a second language for both students and adults have begun to do. We are excited by the programs which have attempted to change the nature of the educational experience within institutions across the country. From such experiments we have learned that a diversity of approaches is necessary to develop the diversity of minds, our greatest national resource.

It is a reasonable goal to say that every individual should be capable of self-support. But if that is to be the goal, we must understand our obligations to provide the tools of the best education possible for every individual. To demand the former without insuring the latter is to perpetuate a waste of human potential and to guarantee the impossibility of self-sufficiency. Yet, to evaluate the impact of an educational program in terms of the goal of self-support requires nearly two decades. We must be prepared to help the individual who did not benefit from the preliminary exposure to school, if the population of the functionally illiterate is not to increase. Likewise, we must make the additional effort to assist the children born into non-literate households, or accept the increasing circularity of this basic problem. Programs must suit the needs of the population as well as standards of educational acceptability.

Education should present a long-term unified experience directed at individual growth and development. At the same time, it must be open to improvement and utilization of better methods as information and evaluation provides them. The problems of one generation should not be perpetuated, nor should it be assumed that the solutions of problems in one generation prevent their future recurrence. For these reasons, a continuation of ESEA is preferable to starting anew with different segmentalized programs. It should be possible, and it is definitely preferable, for this country to make a firm national commitment to a total educational policy, and to perpetuate that program, if it allows the flexibility of growth and improvement. The current ESEA has built in such commitment and flexibility.

Quality early childhood education is increasingly becoming a need of American families. As you know, more and more families are finding it necessary to have two incomes to maintain a decent standard of living. This has placed the mothers of nearly eight million pre-school aged children in the work force. Yet the legislation proposed in the last session of Congress which would have begun to meet the needs of the children in these families through day care was not enacted. Even that legislation would not have dealt ideally with the quality of education provided via day care, but it would have been progress toward recognizing the need. Children should have the right to both a family with an adequate standard of living and an enriching educational environment necessary for full development of individual potential. Presently, the existing Headstart and OEO funded day care centers are being dismantled. Many of the families whose children have been served by these programs face becoming welfare recipients if the mothers can't continue to become income earners.

Public schools across this country are increasingly finding themselves caught in situations of increasing demands from parents as well as from court and governmental decisions, which as we indicated earlier will alter the basis of school support. We urge extension of the ESEA to provide the forward funding necessary for effective operation of our public schools. Without definite knowledge of funds available at the time a local school district budgets, money cannot be efficiently utilized. To dismantle ESEA at this point in time could, indeed, threaten both the public confidence in, as well as the future of our public schools. Equality of opportunity is a necessary objective which is only beginning now to seem within the reach of this generation. Not all of the desperate needs of either the children or adults in this nation for education have been met by ESEA, but the progress which has been made and the possibility of future progress which it promises cannot be overlooked. It has made possible a long step in the direction of providing the essentials for all.

In summary, we support both continuation of and full funding for the expiring ESEA. We support the continuation of unified legislation to deal with the educational goals of this nation as a unified package. We support the forward funding of educational programs in order that local planners can provide the continuity necessary in their systems. We support diversity of educational programs, and equity in access to them. We are looking forward to early passage of this legislation in order that our schools may get on with the business of planning the continuation of their educational efforts.

Statement of the National Association of Manufacturers

The National Association of Manufacturers, speaking for American industry, is vitally concerned with the improvement of the quality of education offered each child. As taxpayers, parents, alumni and school board members, our individual members bring their attitudes to bear on the question of financial support to education. They recognize, as much as any group, the importance of education to the student, to the community, to sound economic growth and to the general well-being of the nation. Manufacturing firms employ the products of our schools—students; approximately twenty-five percent of the labor force is employed in manufacturing; and each year hundreds of thousands of graduates, as well as dropouts, seek employment in industry. Some are well prepared, some not. For these reasons, the National Association of Manufacturers is interested in the legislative proposals now being considered by this Subcommittee. We are grateful for the opportunity to comment on those aspects of particular concern to us.

It should be helpful to recap briefly some data which are important considerations related to the proposed changes in national educational policy. Since the proposals concern the distribution of federal funds, let us first establish some important facts on school expenditures.

According to the National Education Association, in the 1949–50 school year there were 25.2 million children enrolled in the nation's public schools. There were 962,000 classroom teachers, supervisors and administrators. Expenditures were $5.8 billion and the expenditure per child (average daily attendance) was $210.34.

In the 1971–72 school year, there were 48.2 million children in the public schools, an increase over 1949–50 of ninety-one percent. The number of teachers, supervisors and administrators had increased 142 percent to 2.3 million. Expenditures were $46.8 billion, an increase of 707 percent. In constant 1971 dollars, expenditures in 1949–50 were $9.9 billion against $46.8 billion for a real expenditure increase of 375 percent.

Consequently, while enrollments were up ninety-one percent, the current expenditure per pupil had a real increase of 160 percent, from $357.58 in 1949–50 to $929 in 1971–72.

Industry recognizes the high degree of labor intensiveness in education, but this intensity has been increasing sharply. The classroom teacher-to-pupil ratio in 1949–50 was one to 27.6; in 1971–72 it was one for every 23.1 students, representing a considerable increase in the number of teachers. While this trend is well known among educators and many non-educators, it is not as widely known that administrators, librarians, counselors, etc., have increased at a far sharper rate than have teachers. For example, in 1949–50 there was one administrator, librarian, counselor, etc., for every 18.8 teachers. In 1971–72, there was one for every 8.8 teachers. From another perspective, there was one administrator, librarian or counselor, etc., for every 519 pupils in 1949–50, and one for every 202 in 1971–72. Due to the labor intensiveness of education, the largest budget item is for salaries. The allocation of funds between classroom teachers and others is important to quality education.

It is also important to recognize the composition of education funds. In 1949–50, the federal government supplied three percent, the states forty percent, and local school districts fifty-seven percent of the $5.8 billion spent. In 1971–72, the figures were seven percent federal, forty-one percent states, and fifty-two percent localities. In better perspective, school expenditures increased by $37 billion or 375 percent, in constant dollars. The states and localities can be proud of this record, which demonstrated their capability as well as their willingness to meet their responsibilities to schools with limited assistance from the federal government.

At the end of 1972, with nearly $5.3 billion in federal revenue sharing funds already in their treasuries, state and local governments enjoyed an aggregate budget surplus of $12.3 billion. The American Enterprise Institute, in a 1972 study, predicted that the combined state and local surplus could be as high as $23.9 billion in 1975. By comparison, the federal government is estimating a budget deficit of $25 to $30 billion for fiscal 1973 and continued red ink in fiscal 1974.

The fact that approvals in bond elections for school purposes have declined over the last several years has caused some concern. The wide publicity given to this concern has masked the more significant fact that the dollar value of bonds sold on the primary market for public elementary and secondary school construction in 1971 was $3.91 billion, the highest dollar amount on record and an increase of $1.1 billion (39 percent) over fiscal year 1970. School bond election defeats might better be categorized as evidence of the public's right to disagree with both the assessment of need and the specific proposals prepared by school administrators and school boards than as evidence of a taxpayer revolt, as some claim.

Industry believes that school financing should be primarily a responsibility of the states and local school districts. The data seem to suggest that not only is this descriptive of real life, but that the taxpaying public has upheld, and continues to uphold, its responsibility to the nation's children.

Against this background of limited federal financial assistance, during a period of considerable growth in enrollment and a more than proportionate growth in the real level of school expenditures, the basic proposals of the legislation under consideration need to be examined. There are many questions which could be asked to guide this investigation, but two seem to be of particular importance. Is each proposal needed? Will it achieve the stated purpose?

H.R. 16 proposes two types of financial grants, a basic grant and an equalization grant. The basic grants proposed in Title 1 would provide that each school district receive, for each of the next five fiscal years (1974–78), $100 per school-age child in the district except for those districts that spend more than 115 percent of the state's average per pupil expenditure.

Several comments can be made on the concept underlying Title I of H.R. 16. Section 103(a)(1)(2) and (3) specifies that any local educational agency which desires to receive this basic grant must conduct an assessment of the educational needs," "an evaluation of the effectiveness, including objective measurements of educational achievement" and provide "such other information as the state educational agency may reasonably need." There is no objection *per se* to knowing education needs and evaluating achievement. As a matter of fact, the National Association of Manufacturers believes that state education authorities should cooperate with local school districts to (a) "help establish specific educational performance objectives," (b) "develop and utilize techniques to measure student achievements" and (c) "measure and issue a public report on the results of all programs annually," but the record of many federal educational grants suggests that large portions of the funds will be expended on salaries for personnel to make grant applications and multiple reports developing justification for one method of expenditure versus another. Far too few of these funds are likely to be spent on effective classroom programs or materials which would, in fact, increase student achievement. In fact, Section 103(a)(5)(C) would permit the use of up to ten percent of these funds for capital outlay and debt service. This has little direct relationship with student achievement and the need for assistance for construction funds from the federal government is without substantiation.

The real need for these grants is not strong. Already, $46.8 billion is being spent for elementary and secondary education. Moreover, the lack of real need is admitted in Section 103(a)(5)(A), which requires as a condition of receiving a grant, assurances that the funds "will be so used as to supplement and, to the extent possible, increase the level of funds that would, in the absence of such federal funds, be made available" to spend. The purpose is simply to spend more money. How effective then would these funds be? Based on recent history it seems probable that little of this money would actually reach the pupil in a meaningful way. Obviously, the inent is to provide high quality educational programs, but the results might better be described as an income maintenance program or financing for make-work projects mostly benefiting school personnel.

Title II, Equalization Grants, seeks to equalize educational opportunity by equalizing expenditures per pupil, but Title I tends to reward both high-spending and low-spending school districts, although to differing degrees. This philosophy of giving at least a little to every school district is contradictory to the intent of Title II, which seeks to equalize expenditures.

Nevertheless, Title II, for those states which choose not to participate in Title I, offers an escalating annual grant over a period of five years to those states which adopted a plan to equalize state and local expenditures by the end of five years. Initially, Title II would provide $200 per child in "average daily membership." This amount would be increased $100 per year until it reaches $600 in the fifth year. Based on current enrollments, equalization funds in the fifth year would be approximately $29 billion. Since there is no guarantee that additional federal funds would be made available at that time, states which seek these funds would do so at grave peril to their school systems and to the taxpayers of the state. Six hundred dollars a year per pupil is almost two-thirds of the national average expenditure per pupil in 1971, and it nearly equals or exceeds the average level of expenditures in a half-dozen states. While Title I of H.R. 16 would reward both high- and low-spending districts but to different degrees, Title II would reward each participating state equally, based only on the number of school enrollments. Such a policy would tend to widen the expenditure gap between states.

Since it is unlikely that expenditure levels could be decreased in each state by the amount of the fifth-year equalization grant, two results are possible: (1) a state tax increase to raise this amount of funds, or (2) the assumption of this funding by the federal government. The first result would be an unwarranted interference with the right of a state government to establish its own priorities and tax support. The second is neither likely nor desirable.

The federal government has a role in supporting and developing education policies, but in its pursuit of implementation it should not subvert the decision-making power and the taxing authority of the states—those who have the primary responsibility for providing elementary and secondary education.

Agreement has not been reached on the alleged inequities and merits of the property tax. Regardless of the final decision, it is not proper for the federal government to restrict the taxing power of the state or its municipalities in the use of a property tax to "five percent" of a taxpayer's household income as proposed.

The case for need for general federal aid as proposed in Title I is not substantial. The equalization grants proposed in Title II contain objectionable features which would change the federal-state relationship beyond recognition. The need for a federal stimulus to achieve equalization is not needed, for states are moving on their own—and as a result of other stimuli—toward more equal expenditures per pupil.

Despite the far-reaching implications of permanent funding of a major portion of total education expenditures contained in H.R. 16, this Subcommittee is faced also with H.R. 69. a proposal to extend the Elementary and Secondary Education Act of 1965 for five years. This Act contains support for almost every conceivable school-related program from libraries to bilingual programs and from guidance counseling to dropout prevention.

Such categorical programs attempt to provide some funding for everyone's favorite educational programs with little regard to overall priorities. This demonstates a federal lack of faith in the priority-determining ability of state and local education officials and a disregard for the right of the public to participate in determining the nature of their own school's program. Such a lack of faith is not warranted, for most states and localities provide the major portion of financial support for these and other programs. As pointed out earlier, the record indicates that the public has been making larger and larger amounts of funds available for school purposes. State and local officials and the public at large have demonstrated their responsibility and responsiveness to real educational needs. And where unmet needs do exist, there are better ways than those specified in H.R. 69 for the federal government to be of assistance to the states and localities.

Initially in 1965, Title I of the Elementary and Secondary Education Act was seen as a federal incentive to bring about targeted programs for particular groups. Compensatory education is based on the belief that children from poor homes come to school with less intellectual stimulation, educational motivation, and basic knowledge than other students and that an "enriched" educational program is necessary to enable them to achieve an adequate education in relation to "average" or "non-disadvantaged"students. It was not proposed as basic or general federal aid. Since Title I authorizations and appropriations for compensatory education are larger in amounts than other Titles, they deserve special attention.

Title I of the ESEA of 1965 and the subsequent extensions provide funds for compensatory education programs aimed at improving education for the educationally disadvantaged. The intent is worthy and is supported by this Association. Along with many others we have encouraged that particular attention should be given "to the problems of the disadvantaged groups and to methods or techniques for accelerating their education and employability." Further, members of the business community have used, and will continue to use their knowledge, manpower and financial support in an effort to develop workable approaches to this educational problem. However, after almost eight years of this program, involving seven to eight million pupils in over 15,000 projects, the results are less than encouraging.

Originally Congress did not stipulate how Title I funds were to be spent beyond requiring that they go for compensatory education of culturally disadvantaged children in a program approved by a state educational agency. Most Title I programs have involved increasing the educational resources devoted to the "targeted" student through the provision of smaller class sizes, specialized instructional personnel, more individualized instruction, increased use of audio-visual materials and other instructional aids. In addition, a number of programs have served as in-school continuations of the Head Start program for "poor" preschool children. The funds for all approved programs are funneled to local school districts from the Department of Health, Education and Welfare, based on area income levels and per pupil expenditures. These compensatory education programs have been criticized for both concept and effectiveness.

Conceptually, compensatory education has its basis in the notion that there is a direct and consistent relationship between money spent for education and a student's educational achievement. A review of the research on this subject has led a Brookings Institution study to state: "The evidence on the relation of money to learning is decidely mixed and inconclusive." Money differences, Brookings concludes, can "at best" explain only ten to fifteen percent of student achievement while "home background" factors—family structure, expectations, etc.—account for most of learning variation.[1] There are those, however, who continue to promote the money-education relationship and would argue that the way to increase the effectiveness of compensatory education is to increase the amount of money spent. A study by the Rand Corporation concludes that, even in the case of programs funded at the higher levels, "numerous (programs) funded at these levels have failed. Clearly, the level of funding is not itself a sufficient condition for success."[2]

Secondly, the findings are pessimistic with regard to the operation and effectiveness of the Title I programs themselves. A survey of research studies on Title I programs prepared by the Rand Corporation for the President's Commission on School Finance includes the following quotations:[3]

"An analysis of the reading achievement scores . . . indicates that a child who participated in a Title I project had only a 19 percent chance of significant achievement gain, a 13 percent chance of a significant achievement loss, and a 68 percent chance of no change at all.

"Compensatory reading programs did not seem to overcome the reading deficiencies that stem from poverty.

". . . all outcome data indicated a distinctly higher than average reading gain for non-participants than for participants.

Concluding its review of the data on compensatory education, the Rand report indicates that some positive short-run effects have been found in small-scale surveys of compensatory education programs, but that without reinforcement, many of these gains tend to fade away after two or three years. Moreover, "virtually without exception all of the large surveys of the large national compensatory education programs have shown no beneficial results on average."[4]

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[1] Charles Schultze, *et al.*, *Setting National Priorities: The 1973 Budget*, p. 356.

[2] Harvey A. Averch, *et al.*, *How Effective Is Schooling? A Critical Review and Synthesis of Research Findings*, p. 125.

[3] *Op. cit.*, pp. 102 and 103.

Finally, the auditing and control of Title I funds appear to be deficient. A report by the Department of Health, Education, and Welfare and reported in *The New York Times* indicates, in the newspaper's words, that "Present accounting methods on the federal, state and local levels are so unreliable . . . that there can be no assurance that the money is spent as intended." This suggests that in addition to simple cases of mismanagement at the local level where expensive audio-visual equipment, for example, might end up unused in a school storeroom, there may also be ". . . widespread and illegal denial of funds to schools attended by poor children. . . ."[5]

Federal outlays for Title I programs have exceeded a total of $7.8 billion from fiscal 1966 through fiscal 1972 and outlays for fiscal 1973 are estimated at $1.5 billion. Despite the expenditures of these billions, compensatory education programs for the most part have failed to prove worthwhile and it also should be clear by now that the way to increase student achievement does not lie in merely committing additional money to these same programs. Unlike many federal programs where effectiveness data are scarce, compensatory education has been widely studied, researched, and reported. Nationwide data provide almost no basis for hope that improved results will occur by following the present programs. Thus, the orderly and gradual termination of Title I compensatory education programs appears justifiable.

One of the basic fallacies in Title I of ESEA is the presumption that the cause of educational disadvantage could be equated with poverty. H.R. 5163, also a proposal to amend the ESEA of 1965, recognizes that poverty is not the determinant or single cause of educational deficiencies. In this conclusion, we and others agree. In response, H.R. 5163 proposes that the allocation of Title I funds be determined on the basis of educational achievement rather than on income levels. In this regard, H.R. 5163 proposes the creation of a National Commission on Educational Disadvantage and the development of tests to measure student performance against certain specified standards. This type of testing has considerable merit on its own and is supported in general by this Association. However, this is a job which individual states can perform. Already students in most school districts are tested annually. While comparability of results from state to state would be desirable, existing organizations could provide this type of coordination. While measurement of educational achievement appears to be a far superior method to the poverty measurement which continues to be used, a serious discussion of Title I, ESEA should not be permitted to focus on how to allocate funds while ignoring the ineffectiveness of the program during the past eight years.

H.R. 5823, The Better Schools Act of 1973, seeks to consolidate a number of categorical grant programs. It provides that appropriated funds would be used for five purposes: education of the disadvantaged; education of the handicapped; vocational education; federally-impacted aid; and supporting materials and services. Our views on the first of these purposes have been made. We view in a favorable light the concept of consolidation of various educational grants.

Our interest in the proposed special revenue sharing legislation is prompted by the apparent inability of state and local educational agencies to utilize adequately existing narrow, categorical grant programs. This is not to imply approval for the size nor the intent of all existing grant programs, but rather to highlight the need for reforms which will bring about a more effective and responsive administration of appropriate federal support.

Of over thirty education grant programs included, each has its own paperwork, bureaucracy and procedure. The rapid proliferation of grant progams in recent years has led to a self-defeating chaos of red tape, frustration and delay. Specific grant programs often are not suitably tailored to the particular needs of the state or community. "Grantsmanship" has become an admired and necessary art at the state and local education level. Application for and administration of federal education catgorical grant programs is costly and time consuming to all levels of government. The present categorical grant approach imposes too great an administrative burden on state and local educational agencies while excessively restricting their ability to tailor the programs to meet their specific needs. Grant consolidation is a useful remedy for this problem.

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[4] *Op. cit.*, p. 125.

[5] "HEW Study Hints Misuse of School Aid for Poor," *New York Times*, Sept. 12, 1972.

Specifically, H.R. 5823 would consolidate narrow categorical grant programs into broader categories which would allow state and local educational agencies within these specified broad limits to conduct programs consonant with their needs. There would be a minimum of restrictions, but there would be some federal controls such as anti-discrimination guarantees and auditing reviews to ensure spending for the intended purposes of the grant.

Special revenue sharing is somewhat of a misnomer. H.R. 5823 is not essentially a spending measure; it is procedural. It represents a response to complaints about delivery—not a Pavlovian reaction to special interest groups for additional funds. NAM believes that achieving more effective and efficient government at the federal level requires other reforms as well, particularly in the budget and appropriations process and in executive reorganization. We, nevertheless, endorse H.R. 5823 as a means of improving the delivery of government services and for strengthening state and local educational agencies by reaffirming their ability and responsibility for program determination and spending priority in their own jurisdictions.

The National Association of Manufacturers believes that H.R. 5823 represents a sound and needed means of upgrading the effectiveness of educational programs and improving federal-state-local fiscal relations.

Finally, grant consolidation represents an opportunity to improve the delivery of services in programs which are now inadequate before even more money is pumped into the system, as it almost inevitably will be. Too often the "solution" for a not-too-successful government program has been merely to give it more funds, assuming a direct correlation between dollars and results. Grant consolidation is an opportunity to provide a more realistic improvement of educational programs, freedom for local innovation and creativity through the improvement of the delivery system itself.

The National Association of Manufacturers endorses the goals of grant consolidation. We urge this Subcommittee to take timely and favorable action on H.R. 5823.

STATEMENT OF HON. WINFIELD DUNN, GOVERNOR OF TENNESSEE AND CHAIRMAN OF THE EDUCATION COMMISSION OF THE STATES

Mr. Chairman, I am submitting this statement to you on behalf of the Education Commission of the States, of which I am currently serving as Chairman. These comments are also fully consistent with my views as Governor of Tennessee, and I hope that they will be given consideration by the Committee during your deliberations.

First, I wish to apologize for not appearing personally before the Committee. Problems of scheduling simply made it impossible at this time, and I hope you will not regard the submission of a written statement as any sign of a lack of interest in the issues involved.

Your Committee has before it a number of bills of major importance for elementary and secondary education in this country. Among these are H.R. 69, which would extend with minor modifications, the Elementary and Secondary Education Act, and H.R. 5823, the Better Schools Act of 1973, submitted by the Administration.

Many of the issues in these bills turn on the capacity and initiative of the States to manage educational programs. Indeed, State government is increasingly the pivotal unit in the governmental chain which ends with the teacher and students in a classroom. In recognition of the primary constitutional and political responsibility of the States for public education, the Education Commission of the States was established by Interstate Compact in 1966 for the primary purpose of assisting in the improvement of education and the reform of State and local educational institutions. Each of our 46 Member States and Territories has seven representatives on the Commission, including the Governor, two State legislators, school officials and public representatives. The work of the Commission is addressed to the achievement of educational improvement and reform *through initiatives at the state and local level*, to the maximum extent possible.

Through the work of many committees, task forces and policy groups over the years since its formation, ECS has addressed the vexing and controversial issues of the relationship between the Federal Government and States and local educational agencies. While Federal support is only approximately 7% of total public spending for education, it is a critical 7% and often has produced the means for valuable experimentation and reform. Through Title I of ESEA, it has allowed the initiation of remedial programs which were often beyond the financial capacity of local districts. A fair assessment of ESEA—from a State and local point of view—must produce the conclusion that this legislation has had a very positive impact on American education. It is beyond debate that Federal support for elementary and secondary education should continue. Rather, the attention of the educational community, public officials at all levels and your Committee in particular should be focused on the means by which this assistance should be provided to get the greatest mileage from the money.

Because of our belief that innovative and effective educational planning cannot be produced by Federal guidelines, ESC early adopted the policy of encouraging the consolidation of Federal grant-in-aid programs for education to permit more flexible programming at the State level, meshing Federal, State and local funds. We believe that the delineation of relatively narrow categories of Federal funds for elementary and secondary education leads to distortions at the State and local levels, and the preparation of extensive plans to obtain the funds in each category is increasingly wasteful and unnecessary.

A number of recent developments make the need for simplification and consolidation of Federal assistance for elementary and secondary education increasingly more critical. Among these are the trend toward primary State government responsibility for financing public education. This is a movement which began long before the *Serrano* and *Rodriguez* cases and will continue—with all possible encouragement of ECS—despite the recent reversal of *Rodriguez* by the United States Supreme Court.

In response to public concern, State administrations and legislatures across the country are taking new initiatives to meet the problem of special education, vocational training, bilingual students, early childhood education, consolidation of local educational units and the special problems of minorities and the educationally disadvantaged. In many of these areas, Federal assistance has been extremely beneficial, not only in terms of the money provided, but also by establishment of national goals and priorities by the Congress. It is, however, the responsibility of States and local educational agencies to try to achieve these goals at the operating level, and this task is going forward.

Major new demands are being placed on our educational system. All of these are focused on State government, and all of them require money. Equalization is nothing less than a financial revolution in the States. It is right and just, but that doesn't make it easy. New judicial and political decisions are expanding just demands for special education, supplementary services and a variety of innovations geared to the needs of the disadvantaged. These issues are coming home to roost in State Capitols. We will meet them, but we need help. Every dollar available to meet these needs must be put to maximum use and must be programmed to reflect current priorities at the operating level.

The burden of meeting these tasks should not be complicated by the unnecessarily complex Federal requirements which currently attach to Federal assistance under ESEA. Accordinglly, I would urge, as you consider the legislation before your Committee, that you make every possible effort to provide greater latitude and flexibility for State administration of Federal financial assistance.

While not having had the opportunity to examine in detail all aspects of the Better Schools Act, there is much to commend the consolidation and simplification of programs which it embraces. The stated objectives of ESEA and the Better Schools Act are virtually the same. What is different is the degree of categorization and Federal control.

Whatever course is taken with respect to any bill, one thing is certain—the issues at present are clouded. Secretary Weinberger has stated that the Administration bill is not designed to produce more money. In this regard, he is quite correct. While H.R. 5823 does not itself deal with levels of funding, an appraisal of it, coupled with the FY 1974 budget, reveals clearly that there would be less Federal money for elementary and secondary education. The budget reductions, compounded by the forces of inflation, means a substantial loss to elementary and secondary education in terms of absolute dollars and financing power.

I would suggest to you that the issues of grant consolidation and funding levels are closely related. So long as the funds budgeted for elementary and secondary education are reduced or held constant, increased flexibility in administration at the State level will be strongly opposed by those with interests in the present categorical system. Accordingly, we urge that additional funding for elementary and secondary education be provided in an amount at least sufficient to offset the cuts made by the budget and provide for the effects of inflation. Given an adequate level of funding, the increased flexibility of broadened categories of assistance would significantly increase the effectiveness of the Federal dollars.

We believe there is room for accommodation on these issues. I would be pleased to arrange for the professional staff of ECS to meet with the Committee staff to assist in developing the alternatives. Further, I would be pleased to arrange for some of my fellow Governors to participate in exploring these matters with the Committee.

I hope these observations are helpful. They are prompted only by concern for the ultimate objective of all of us—a good education for every child in America.

STATEMENT OF DR. HOWARD B. HITCHENS, JR., THE ASSOCIATION FOR EDUCATIONAL COMMUNICATIONS AND TECHNOLOGY, WASHINGTON, D.C.

This testimony is being presented on behalf of the eight thousand members of the Association for Educational Communications and Technology (AECT). It is the professional association of educational technologists whose aim it is to improve the educational environment available to learners at all levels through the application of communications media and techniques to instruction.

While the Association is not the direct recipient of ESEA funds, it maintains a nation-wide network of contacts with educators in the field. On the basis of numerous reports—formal and informal—and articles submitted to its journals, AECT is in a position to synthesize the benefits and drawbacks of various forms of federal assistance to education. This is a somewhat unique perspective which deserves the attention of the Subcommittee.

Without hesitation, the Association acknowledges that the tremendous impact which educational technology has had on American education would have been greatly diminished had ESEA not existed during the past seven years. Educational technology—hardware and software—has stimulated the individualization of learning so necessary for today's diverse and mobile student population. It has allowed educators to close the gap between the information levels inside and outside the classroom. The use of technology has provided for more systematic instruction, based on communications theory. But while some school districts have made widespread application of the new technology, more than eighty percent (80%) have not been able to meet the basic standards for equipment and materials.

This testimony will focus on our experience with those ESEA programs that have promoted the effective use of educational technology. And, while criticisms will be raised and modifications of ESEA suggested, the Association endorses the programs and recommends their renewal.

To be effective, an educational program (whether a federal aid package or a two week curriculum unit) should provide for all the component materials needed for its implementation. When an instructor or a district media specialist has to track down and organize piecemeal resources from a variety of funding sources, valuable time is lost and cost-effectiveness decreases. In some cases, the lesson or program may never be developed. It is our understanding that the intent of ESEA Title I (Assistance . . . for the Education of Children from Low-Income Families . . .) was to provide funds for the development and implementation of programs to meet the special needs of educationally deprived pre-school and school age children. Funds were thus made available for a range of activities including the construction of facilities, the acquisition of equipment, program development, program development and evaluation, and dissemination of the results and demonstration projects. Congress seemed to be aware that both hardware and software items were needed to boost the educational progress of that group of children.

It is indeed unfortunate that the administration of Title I programs in the various states has not always been consistent with the intent of Congress. There seems to be some confusion as to whether or not equipment and materials can, in fact, be purchased with Title I funds unless they are wholly and specifically related to the stated objectives of a particular local education agency's Title I program. This kind of provision makes it unnecessarily difficult to acquire basic audio-visual equipment—the primary need of many ghetto-area schools in order to update their overall educational program. (Although it has been suggested that funds available under Title III of the National Defense Education Act could help alleviate this need—the requirement of matching funds makes this avenue unrealistic for Title I schools.)

U.S. Office of Education statistics on Title I programs for 1971 reveal that only eight-tenths of one per cent (.8%) of the Title I appropriation was spent on audio-visual equipment and only seven-tenths of one percent (.7%) of the funds was spent on materials. This low rate of expenditure in comparison to other budget items an atmosphere of restrictiveness surrounding the acquisition of equipment and materials.

We suggest that the intent of Congress—to provide the best services and facilities for children from low income families—be made more clear. We strongly encourage the adoption of the concept of educational technology as an *integral* part of all learning, and not merely as easily expendable accessories for a particular program. Congress can most easily clarify its intent by amending H.R. 69 so that there is no doubt that the acquisition of equipment and materials is permissible. Again, we support the Title I programs, but believe that their effects could be intensified if the use of educational technology was more clearly supported by Congress.

The expanded use of technology is not being advocated just to make sure media specialists can retain their jobs. On the contrary, the systematic application of technology can insure that interaction between teacher and student and between student and student is more productive and is tailored to the needs of the individual. Because technoligy is rooted in communications theory and research, we are confident that it can help teachers to teach as well as they would like to teach. Technology has helped to change the classroom from being the domain of the teacher to the domain of the learner.

TITLE II

ESEA Title II programs, providing for school library resources, textbooks, and other instructional materials, has been a very effective and popular program in the nation's schools. It is one of the few programs in which children attending both public and nonpublic schools benefit from federal funds on an equal basis. In the more affluent schools, Title II funds may provide supplementary funds for materials designed to further enrich and support a comprehensive school program, whereas in less affluent districts the monies may be the only source of library and equipment acquisitions. In each case, however, the funds are being applied where they are needed most.

ESEA II has also helped schools to respond quickly to new curricular thrusts such as career education. Schools could not have acquired sufficient career education materials without Title II assistance.

The Administration's plans to terminate federal support of this Title and other library resource programs reveals a lack of understanding as to the tremendous impact educational technolgoy has had on American education and its potential contributions. Currently, less than one-fifth of the schools in the United States and virtually no schools in the less affluent areas have the equipment, materials, or budgets to meet the recommended Standards for School Media Programs. Withdrawal of federal support at this time will only serve to widen the gap between what is and what is "supposed to be" (as delineated in the aforementioned Standards for School Media Programs, a joint publication of the American Library Association and the National Education Association.)

Clearly, we are calling for the renewal of ESEA Title II programs as one aspect of categorical aid to education. Title II provides the tools with which the goals and objectives of the other titles can be achieved.

TITLE III

The thrust of ESEA Title III has most consistently stimulated the innovative and cost-effective uses of educational technology. The concept of supplemental centers and service programs is a sound one in that each school does not have to establish specialized facilities for each area of instruction. School districts and larger units have collaborated to develop and maintain highly sophisticated centers in reading, math, or special education, for example, far more effectively than any of them could have done individually. Children can be brought to such centers for intensive training in a given skill or subject area and they are no longer dependent on the "hit and miss" approach of so-called "visiting teachers." And, cooperation within and among districts in one area has been shown to produce a synergistic multiplier effect in that personnel are stimulated by the interaction are elect to continue to cooperate and share resources in other areas.

TITLE V

ESEA Title V has recently been criticized for its failure to stimulate a genuine rethinking of priorities by state departments of education. It is indeed unfortunate that adequate leadership from the federal government did not accompany the unrestricted grants to state departments, for the states can provide an important perspective on long range program development and training.

We believe that Title V program efforts have been further stifled by severely low funding. In the area of educational technology, there is a real role for the state to play in developing programs for in-service training of media specialists and classroom teachers who want to improve their technical expertise. The state can provide such training far more economically than a local education agency. While there is room for improvement in the administration of Title V funds, the Title should remain a viable one, for without it the states would have little opportunity to provide input in the area of education technology.

TITLE VII

Bi-lingual education programs, ESEA Title VII, were well conceived by Congress, but like Title V, have suffered from low funding. The dual-language student needs special learning situations and materials which are not generally a high local priority. Continued federal influence is needed in this area to insure that the needs of these children are met so that they can become fully functioning members of society.

In addition, bi-lingual programs have made extensive use of audio-visual equipment and materials with good results. The programs may thus be looked at as pilot programs or demonstration projects, the results of which can be applied to other areas of education.

The area of impact aid is of concern to our members also. Audio-visual equipment and materials are still, unfortunately, perceived as "extras" rather than as an integral part of the total school curriculum in many parts of the country. Thus, in many instances local education agencies—especially in depressed rural areas—do not assign local funds to equipment acquisition and rely upon funds received through impact aid to equip their schools. It is the only means by which they can meet their media needs. Federal assistance to impacted areas should be maintained in its present form, authorizing funds to be appropriated to offset the expenses incurred by local districts enrolling either category "A" or category "B" children.

We have reviewed the administration of ESEA and its contributions to promoting the effective use of educational technology in our schools, and we have studied the Administration proposals for education special revenue sharing. Revenue sharing does not appear to be an adequate substitute for present forms of categorical aid. To be sure, tight, inflexible "categories" have, from time to time, caused pressing educational needs to be ignored because educators were writing proposals that would "fit" a certain category, whether or not that category honestly deserved their further attention. On the other hand, while there is something to be said for giving more control over funds to agencies closer to the public than the federal government, the mere granting of lump sums without adequate leadership and without a provision enabling Congress to exercise its judgment in establishing national priorities can have disastrous effects.

In recent years, as we have previously pointed out, very little has been spent on instructional media due to the absence of funds clearly designated for this purpose. We fear that if, according to revenue sharing proposals, media funds are forced to compete with school meals, adult education, and the strengthening of state and local educational agencies, even less monies will be spent. Consequently, the upgrading of American education, dependent to a considerable degree upon increased application of educational technology to the learning environment will be substantially slowed.

ESEA as a categorical aid program that can help more schools meet their media needs should not be abandoned at this time. When we can report a complete national acceptance of the new technology we will certainly recommend that federal support for instructional materials be directed to some other need.

That this is not currently the case can be illustrated by data from the National Center for Educational Technology relating to the children's television program

Electric Company. Considering all elementary schools, almost half (48.7%) cannot receive a television signal. Of those elementary schools located in urban areas, twenty-nine and two-tenths per cent (29.2%) cannot receive the signal. Only twenty-two and eight-tenths percent (22.8%) of all elementary schools are tuned in to the program.

Because adequate use of instructional media has not yet been established, we can only re-emphasize that ESEA programs have made an invaluable contribution to the improvement of education and that we support the continuation of Titles I, II, III, V, and VII, particularly.

RESOLUTION OF THE BOARD OF DIRECTORS OF ELIZABETH FORWARD SCHOOL DISTRICT, ALLEGHENY COUNTY PENNSYLVANIA, CONCERNING THE AVAILABILITY OF FEDERAL FUNDS TO SCHOOL DISTRICTS

Whereas, an educational appropriations bill has not been approved for fiscal year 1973, resulting in a marked decrease in the amount of federal support for the education of elementary and secondary school children, and

Whereas, a portion of federal funds, appropriated via continuing resolution, to support educational programs for elementary and secondary school children have been impounded, and

Whereas, the federal budget for fiscal year 1974 provides for a substantial decrease in the level of support or the complete elimination of various established federal programs ranging from expanded services for the disadvantaged to the development and implementation of innovative programs to improve the education of children; be it

Resolved, That we, the Elizabeth Forward School District Directors, recommend that federal funds currently being withheld be restored to their authorized levels and be made available to school districts in order to allow for the continued support of expanded services and programs and the development of new programs and services to meet the educational needs of our children, and be it

Further resolved, That Titles I, II, and III of ESEA, NDEA Titles III and V, Education of the Handicapped, Vocational Education, and other programs designed to improve the educational capabilities of elementary and secondary school children be reenacted and/or refunded at a sufficient level to insure a quality education for each and every child.

Adopted this 12th day of March, 1973.

Attest:

ROBERT W. SIMILE,
President.
RAYMOND BANTT,
Secretary.

STUDENTS MAKE SOLID GAINS IN URBAN EDUCATION PROJECTS

Significant gains in academic achievement for students participating in the State's Urban Education program for the disadvantaged were revealed today. The program's Annual Evaluation Report for 1971–72 shows that test results on 40,000 students indicate substantial increases on the rates of achievement in mathematics and reading.

The report deals with 297 specialized projects in 30 of the State's largest cities which were funded through this program for 1971–72. Close to $47 million was spent during the year in order to provide educational assistance to over half a million participants, many of whom are enrolled in more than one program. Two major types of programs were funded: (1) Quality Incentive Projects designed to correct a specific educational deficiency of pupils caused by poverty, and (2) Community Education Centers providing educational and related services based on neighborhood and individual needs.

Projects in the basic skills accounted for at least 25 percent of the total expenditure. This included programs in reading and mathematics aimed at individualizing instruction and providing special remedial work. Other top priority was given to projects in pupil personnel services, such as guidance, career counseling, and psychological services; English as a second language; early childhood education; and adult career education.

Referring specifically to the dramatic improvement in reading and mathematics achievement, the report notes that in general, children served by the program have in the past shown an achievement rate in reading of approximately .62 month of achievement per month of activity. Average achievement for the general population would be at the rate of one month accomplishment in one month of activity. Students participating in special reading projects evaluated in this report have achieved at the rate of almost one month (.99 month) for each month of activity. Student participation in such programs has resulted, therefore, in a 50 percent increase in achievement rate from .62 to .99.

In mathematics, pupils with special needs related to poverty have performed generally at the rate of .56 month per month of activity. Disadvantaged students in urban education districts during 1971–72 achieved at the rate of 1.76 month for each month of activity. Therefore, participation in special projects resulted in a 200 percent increase in achievement rate for the students, from .56 month to 1.76 month, and indicates that these pupils are actually eliminating their earlier achievement deficiencies.

"It is clear that in both reading and mathematics," says Commissioner of Education Ewald B. Nyquist, "the special funding has provided a rate of gain in achievement that consistently exceeds the historical rate achieved by similar students without special help."

Furthermore, the evaluation report also shows that successful Urban Education projects are being incorporated into the regular academic program for all students needing special help. Over 50 percent of the projects listed as exemplary in last year's report have since been incorporated in whole or in part into the regular program in the respective districts. Commenting on this, Commissioner Nyquist said, "Urban Education funding is making an impact on students beyond those directly served."

The report also singled out 13 Urban Education projects as exemplary for surpassing their stated objectives. These were conducted in Niagara Falls, Schenectady, Troy, Yonkers, and several community school districts in New York City.

State of Alabama,
Department of Education,
Montgomery, Ala., May 1, 1973.

Hon. Carl D. Perkins,
House of Representatives,
Washington, D.C.

Dear Mr. Perkins: It would be appreciated as well as most helpful to us in the State of Alabama, and we feel in the entire United States, to include the following concepts in any federal legislation for education which may be passed by Congress:

1. We feel very strongly that all federal funds should be channeled through the state education agencies in each state. We feel strongly that to bypass the state education agency is poor economy and hinders the programs for the boys and girls. We urge that all funds for elementary and secondary education be channeled through the state education agency.

2. Allocation of money at the national level should be based on formulae which assure that each child in each state receives the same amount of money. We feel it is unfair to give a wealthy state a large amount of money for education of the disadvantaged and to give a poorer state such as Alabama a smaller amount of money for education of the disadvantaged.

3. Federal regulations should allow the maximum flexibility for local educational agencies to spend money in the areas of the greatest need. We recognize the importance of federal priorities in the allocation of funds but hope that within those priorities flexibility can be allowed so that states and local school systems may spend the money in the areas of the greatest need.

4. National priorities should be established for all federal spending. It is our opinion that education should receive a much higher priority in federal spending than it has received in the past. It seems unthinkable for us to be increasing spending in other areas and decreasing spending in the area of education. We urge you to continue to join with the education community to place education on a higher priority for national spending. Education should receive 1/3 of ts total cost from the federal level.

5. We believe the state and local education agencies are not only willing and able to be accountable for the funds which they receive but that the accountability concept should be built into all federal spending.

6. All federal programs should carry funds for state administration of these programs. To do otherwise puts the state education agencies and the local edu-

cation agencies in competition for money and therefore causes undue duplication and/or hardship upon both agencies. We urge you to establish a category for state administration in all federal agencies.

Sincerely yours,

LE ROY BROWN,
State Superintendent of Education.

WELD COUNTY SCHOOL DISTRICT RE-5J,
Johnstown, Colo., March 28, 1973.

Hon. JAMES P. JOHNSON,
U.S. Congress,
Washington, D.C.

DEAR MR. JOHNSON: I appreciate receiving the article with regard to the Elementary and Secondary Education Act of 1965. I am quite concerned with the future funding under this act.

First of all, seven similar sized school districts in Northeast Colorado formed a Board of Cooperative Services in order to better utilize ESEA Title I funds to meet the needs of educationally deprived students. At the present time $221,576.00 of our budget comes from this source and this represents 18% of our operating budget.

Secondly, Weld County Re-5J and Weld County Re-8 have two of the most promising bilingual education programs in the United States. These programs are located in the Letford Elementary School in Johnstown, Colorado and Fort Lupton, Colorado. The funding for these programs that comes from ESEA Title VII Sources amounts to $270,000.00 and since they are funded through the Weld Boces, represents an additional 21% of our operating budget.

Finally, our districts have conducted migrant education programs for several years. These programs are a cooperative endeavor with utilization of ESEA Title I funds in the amount of $286,824.00. This represents an additional 23% of our operating budget.

Thus, we would appear to lose a total of $778,400.00 should ESEA support be eliminated and this represents 62% of our total operating budget. Surely it is obvious that this could be the "death blow" to cooperatives such as the Weld Board of Cooperative Educational Services.

I have not attempted to detail programs as offered in our cooperative educational approach, however, I can assure you that without ESEA funding these programs could not have occurred. In my opinion we are reaching educational needs through this cooperative approach by utilization of Title monies that we could not reach as individual districts.

Sincerely,

KENNETH E. GOODWIN,
Superintendent.

WEST GRAND COUNTY SCHOOLS,
Kremmling, Colo., March 26, 1973.

Hon. JAMES P. JOHNSON,
House of Representatives,
Washington, D.C.

DEAR SIR: I am in receipt of your recent correspondence regarding ESEA Title programs and thank you for the literature. I cannot subscribe to the statistics of that survey and feel that revenue-sharing will not answer the needs of our children. I would also solicit your support for implementation of the P.L.-874 appropriation on the level that has been in effect for the past few years. Because our county is more than 70% federally owned the local taxpayer bears a heavy brunt of the financial load. Cutting back of the "B" pupils would cost our school district several thousand dollars which we have budgeted in the receipt portion of our budget. I am gravely concerned about the manner in which our president is viewing education. I feel that the heart and soul of any country lies in the literacy of its constituents. This philosophy apparently is not the president's.

I would appreciate any help you can give us towards the restoration of these federal funds. Our statistics show that they help us tremendously

Yours very truly,

FRANK J. SALERNO,
Superintendent.

HOLYOKE SCHOOLS,
Holyoke, Colo., March 23, 1973.

JAMES P. JOHNSON,
House of Representatives,
Washington, D.C.

DEAR MR. JOHNSON: The directors and I have not as yet discussed the article dealing with the future of ESEA Title Programs. I do have some thoughts, however, on the matter of categorical programs.

In my judgment local and state power structures have not been particularly sensitive to nor sympathetic with disadvantaged people. If these levels of government had been deeply concerned in the past there would not have been need for massive federal intervention.

Revenue sharing will place a great deal of money at the disposal of people who may not see that it is used to help equip our youth with the skills needed to succeed in this highly competitive nation. Should this be the outcome and I think it may be our society will not be improved and the disadvantaged will continue existing in a state of near desperation. The categorical programs may have been mismanaged and may not have been as effective as desirable in some cases but at least an attempt was being made to help those demonstrably in need. Rather than change approaches so completely I think a commitment should be made to continue and improve at least some specialized programming for those who have not been able to do well in our economic and social system.

Thank you very much for the article and best wishes to you in your work with the Congress.

Sincerely yours,

DARIEL CLARK,
Superintendent.

RANGELY PUBLIC SCHOOLS,
Rangely, Colo., March 19, 1973.

Mr. JAMES P. JOHNSON,
House of Representatives, Washington, D.C.

DEAR SIR: I read with interest the article regarding Title I ESEA and aid to education.

We dropped our Title I program four years ago because we could not conscientiously and honestly evaluate valuable returns for the money spent. From my knowledge of these programs on a statewide basis, I am not impressed. Also, the constant encroachment on local autonomy and decision making in categorical programs leads me to strongly favor the Revenue Sharing plan over most categorical programs, if indeed federal participation in collecting and then disbursing this money is justifiable. I doubt that it is.

Sincerely,

WALTER T. STAHLECKER, *Superintendent.*

MEEKER SCHOOL DISTRICT NO. RE-I,
Meeker, Colo., April 3, 1973.

JAMES P. JOHNSON,
House of Representatives, Washington, D.C.

DEAR CONGRESSMAN JOHNSON: Thanks for the information you sent me concerning the future of ESEA Title programs.

Our feelings here are more directly concerning Title I and Title III in which we have had direct participation. We participated in Title II each year but the amounts available for library materials ($400 to $750 yearly) were barely enough to justify all the bookwork involved.

We had a 3-year project in research and dissemination under Title III that was very worthwhile to our district and to many similar districts throughout the nation as they either sent visitors or we sent staff members to them to explain our developments. Films and slide sets made under this program are still having wide use. Last month I spoke via amplified phone while a set of 200 slides of our school was shown in Ocosta County, Washington. and two weeks later in Brandon University in Ontario, Canada.

Money to "take a chance on" to search for other alternatives in education is difficult to come by from local sources and is a justifiable federal expenditure in our opinion.

While Title I funds have been used effectively each year in our district we feel that they are probably most needed in the very poor areas of the cities and poverty rural areas, and would be in favor of their redirection to such areas.

Sincerely,

ROBERT E. KING, *Superintendent.*

THOMPSON SCHOOL DISTRICT,
Loveland, Colo., February 5, 1973.

Hon. JAMES P. JOHNSON,
U.S. Congress,
Washington, D.C.

DEAR MR. JOHNSON: As a project coordinator for Title III ESEA, I am very concerned about future federal funding.

Our project, "Designing an Exemplary Program for Learning-to-Read Skills", is only one of many such projects currently in operation in the state. Elimination of federal funding would bring an end to many of these projects. Innovation is difficult with school districts struggling to meet current obligations in our rapidly changing society, and yet, it is our duty as educators to search for better means of educating children.

I, therefore, urge you to speak in favor of continued federal funding for ESEA Title III.

Sincerely,

(Mrs.) CATHI M. VARLAMOS,
Coordinator, Title III ESEA.

FORT MORGAN PUBLIC SCHOOLS,
Fort Morgan, Colo., February 5, 1973.

Hon. JAMES P. JOHNSON,
U.S. Congress,
Washington, D.C.

DEAR MR. JOHNSON: There are many of us concerned about the fate of federal programs for education for a number of reasons, all of which seem quite obvious. It is my hope, and I am sure that I share this hope with many others, that the Congress assert itself with its vested power and protect the welfare of our students in the public schools of our great country.

Money spent on federal programs did many things, but perhaps the greatest impact was the calling attention to mediocre attempts by state and local governments to meet the educational needs ot students. Are we going to start slipping farther back toward mediocity again?

Your Honor, there are certain education programs which will never be solved by state and local agencies and these problems have definite national implications. My plea is for you to take a good look for yourself and then decide whether the executive branch should have such extensive powers that it can override the will of Congress because a budget cut is necessary.

Does it take another "Sputnik" to awaken us to realities? The programs are not all perfect, but at least they are something. I have worked with many of them as a school superintendent, so have an experience background to speak from.

I would be happy to discuss in length the need for federal monies, however the field is so broad that this letter only touches the surface.

Thank you for listening to my short story. There is reason for concern if we care about the future of our country.

Sincerely,

BEN A. KAMMER,
Superintendent.

POUDRE SCHOOL DISTRICT R 1,
Fort Collins, Colo., February 12, 1973.

Hon. JAMES P. JOHNSON,
U.S. Congress,
Washington, D.C.

DEAR MR. JOHNSON: I am writing to encourage your support of H.R. 69 which provides for the extension of the Elementary and Secondary Education Act provisions for five years. ESEA has made it possible for Poudre School District

R-1, Fort Collins, Colorado, to more adequately provide for all students in our schools including our socio-economically and educationally disadvantaged students.

As a District Library Supervisor concerned about ESEA II and as an ESEA III Project Director for an exciting "Reading-Library Project" in its first year, I am particularly hopeful that federal funding for innovative educational and library programs not be cut off abruptly.

ESEA monies have made it possible to make learning exciting and relevant for our students by providing the material and human resources necessary for an involvement, experimental, multisensory, and discovery-oriented approach to learning. Until local and state efforts for school support have been more clearly refined and defined, continuation of ESEA is of utmost importance to our youngsters.

Your continued support of educational issues will be greatly appreciated.

Sincerely yours,

(Mrs.) PATSY BALBOM,
Library Supervisor.

NORTH CENTRAL REGIONAL LIBRARY,
Wenatchee, Wash., March 1, 1973.

Hon. MIKE MCCORMACK,
Longworth House Office Building,
Washington, D.C.

DEAR MIKE: I am providing specific Information about the effect of the Library Services and Construtcion Act (LSCA) on library service in North Central Washington during the past fifteen years in the hope that this information will aid you in support of continued funding of like programs with federal monies in the future.

The present North Central Regional Library District is, as you know, a direct outgrowth of the state operated, federally financed Columbia River Library Demonstration (1958–1960). Prior to 1958 there had been county wide library service in Chelan County only, with a smattering of small community libraries, more often than not, supported by donations, spread throughout the four remaining counties which comprise the present district.

Today the North Central Regional Library operates 24 community libraries throughout the 15,000 square mile area. The population totals 120,000. 869,680 books, magazines, pamphlets and phono recordings were checked out in 1972. Over 270,000 people saw films circulated from the regional library during the same time period.

Mail order library book catalog service, a program designed to supplement community library service and to replace bookmobile service, was introduced in Douglas County in 1968 on an experimental basis. The project was initially supported by LSCA funds. The program is now fully funded with local monies and is available to rural residents and the homebound throughout the district. 1972 checkouts accounted for approximately 12% (97,589) of the total library circulation.

The "legal" North Central Regional Library District is specifically composed of the rural areas of Chelan, Douglas, Okanogan, Grant and Ferry Counties. Twenty-seven communities contract for library service on a voluntary basis and assume responsibility for securing and maintaining local library quarters. The regional library district has served as a liason between the Washington State Library and the communities of Omak, Pateros, Peshastin, and Soap Lake in securing federal matching funds (LSCA) for the construction of new library buildings.

The direct fiscal impact on library service in North Central from the LSCA alone is roughly as follows:

Columbia River library demonstration (1958–60)	$1,000,000
Mail order library project (1968)	50,000
Construction projects (1967 to 1969)	150,000

There are innumerable examples of benefits derived by our patrons from expenditure of LSCA funds by the State Library for the benefit of all library users in the State.

The State agency contributes to the support of the Pacific Northwest Bibliographic Center, the service that facilitates our borrowers in securing books from libraries throughout the United States; the combined North Central-Timberland computer produced book catalog of holdings which assures that the patron in Twisp and Republic or anywhere else in the area as well as Wenatchee knows exactly which books are available for loan; partial support of the Washington Co-operative Film Circuit which provides our patrons with access to 90 16mm films each month; and seed money for locally planned inter-library workshops, a vital concern to library and media professionals in our isolated area.

There is continued need for the support of the LSCA.

The North Central Regional Library, with the help of other library and media facilities in the area, is currently attempting to broaden the concept of the community centered library to incorporate audio-visual services as well. Through co-operation these agencies hope to eliminate unnecessary duplication of effort while facilitating the delivery of various types of information to the user at a familiar point close to home. (The proposal, which has not been funded, is enclosed).

Library quarters in Tonasket, Twisp, Royal City, Warden, Leavenworth and our regional library service center in Wenatchee are all severely inadequate. The continued availability of federal matching money for such projects has, and would continue I believe, to stimulate local interest and commitment to improving physical facilities.

I greatly appreciated the opportunity to visit your office recently and to talk with Mr. Hunt.

I will make every effort to keep you properly informed and hope to have the opportunity of giving you a tour of the library service center in Wenatchee when you're back in the area.

Sincerely,

MIKE LYNCH, *Director.*

ESTABLISHMENT OF BASIC AUDIO VISUAL SERVICE ON THE COMMUNITY LEVEL

INTRODUCTION

The resident of North Central Washington, whether he is a blue collar worker, a state employee, a student, or an adult with limited reading skills has extremely limited, and in many cases, virtually no access to vital audio visual material and equipment.

The North Central Regional Library, while uniquely designed to provide such access through its twenty five community-centered branch outlets and supportive mail order service, has, to this point, been largely unable to either develop a basic audio visual program or to provide the leadership required to facilitate citizen access to materials and equipment owned by related library and educational agencies.

Limited financial resources available for general library support in the middle and late Sixties and the early Seventies has been obligated to the continued development of a strong network of branch libraries and the maintenance of the library's basic book collection. Recent legislation designed to provide financial relief to library districts in the State has had little effect on the library's budget.

At this time three significant factors encourage the board of trustees and the staff *if* funds can be secured to *establish* a varied program:

The limited 16mm film program available by way of contract with the Washington Library Film Circuit has been extremely popular and successful.

Remunerative Social Security monies promise to assist in the on-going support of a program since the elderly, the Spanish speaking, the institutionalized, and non-print oriented adults are prime service targets.

Librarians and media specialists in North Central Washington have commenced on a joint training program that promises to lay the groundwork essential to closer co-ordination and co-operation in the delivery of all types of service.

PROPOSALS

We propose to hire a professional audio visual consultant for a twelve month period. He is to be assigned responsibility for staff training, co-ordinating the regional library audio-visual programs with those of other agencies, selection of materials, and investigating the feasibility of developing a union listing of all audio-visual equipment and material owned by library and educational agencies throughout North Central Washington.

We propose to develop our local branch libraries as community centers for audio visual equipment thereby facilitating community use of regional library materials as well as those of two community colleges, Washington State University (the Cooperative Extension Service), local school districts and governmental agencies. To this effect we would maintain a 16mm film projector in all communities with area offices of state government, and both 8mm projectors and numerous audio cassette players in every branch library outlet.

We propose to enter into co-operative agreements with other agencies in enlarging the public's choice of material through sharing.

We propose to purchase only that inspection and duplicating equipment necessary to maintain a basic service program and to negotiate use of existing equipment owned by other agencies whenever feasible and cost effective.

We propose to establish a basic collection of 2,000 audio cassette title and 500 8mm films while assuring that holdings of related agencies are not duplicated.

In conclusion, we propose to facilitate the widest possible public use of existing and future audio visual equipment and materials, to bring the services of the North Central Regional Library closer to American Library Association standards and to meet the expectations of an isolated clientel spread over one third of the state's land area.

BUDGET

Staff	$18, 924
Project coordinator, 12 months at $1,000	12, 000
Clerk II, 12 months, at $408	4, 896
Employee benefits, at 12 percent	2, 028
Materials	30, 000
Cassettes, 2,000 titles, at $10 each	20, 000
8 mm films, 500 titles, at $15 each	7, 500
16 mm films, 3 to 4 local interest prints	2, 500
Hardware	15, 250
16 mm projectors, 6, at $525 each	3, 150
8 mm projectors, 30, at $125 each	3, 750
Cassette players, 100, at $22 each	2, 200
Overhead projectors, 3, at $100 each	300
Tape recorders, 3, at $125 each	375
Cassette duplicator	1, 250
Electronic film inspection equipment (used)	2, 500
Shelving, storage cabinets, etc	1, 725
Cataloging costs, 2,500 titles, at $3.25 (WSL)	8, 125
Supplies, $1,000 processing, 4,000 blank tapes, at $0.80	4, 200
Transportation, delivery costs, postage, travel	4, 600
Total Audio Visual grant budget	81, 099

CHEYENNE FEDERATION OF TEACHERS,
Cheyenne, Wyo., February 24, 1973.

Representative TENO RONCALIO,
House of Representatives,
Washington, D.C.

DEAR TENO: The Elementary and Secondary Education Act did things for Cheyenne such as buy books and films for our libraries, fund programs for Cole, Corlett, and Hebard schools, and support innovative and valuable ideas such as sports programs in the summer.

Is it true that teachers have benefited most from these funds in the form of administrative costs, etc.

No, that's not true! It is the students who have benefited and the students who will be hurt.

We would like to initiate a new course next fall at East High—Chicano History and Culture. We will have to start working toward building up a library collection in this area, and we can do it because the education industry is sensitively cognizant of the need and is pouring out materials.

Without the federal help, we'll be confined to the pittances with which we struggled in the past to buy needed materials.

Everyone knows we need such new courses these days. And new courses do take money to launch. This is not the time to cut funds!

Sincerely yours,

SYDNEY SPIEGEL.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., February 13, 1973.

Hon. CARL PERKINS,
Chairman, House Education and Labor Committee,
Washington, D.C.

DEAR MR. CHAIRMAN: As you know, one of the reasons that supporters of Special Educational Revenue Sharing allege this approach to education financing will be more fruitful is that it will "put the decision making in the hands of those most familiar with local problems."

As you can see from the enclosed letter from Community School District #17, they are very distressed about the proposed changes in ESEA precisely because they believe, "to have the money go directly to the State would *limit local involvement.*

Clearly, those most intimately involved in the education process, the local school boards and superintendents, feel that there is a greater chance for input from the community under the current ESEA Categorical Grant Program than under the proposed Revenue Sharing approach.

I would greatly appreciate it if you could include the letter from District 17 in the Record of Hearings, currently being held on ESEA.

Very truly yours,

SHIRLEY CHISHOLM,
Member of Congress.

BOARD OF EDUCATION
OF THE CITY OF NEW YORK,
Brooklyn, N.Y., February 9, 1973.

Congresswoman SHIRLEY CHISHOLM,
Cannon Office Building,
Washington, D.C.

DEAR MRS. CHISHOLM: As you know, President Nixon's budget, if passed by Congress, will result in a drastic change in ESEA Titles. The Community School Board of District 17 feels that any reduction in ESEA would be disastrous to the education of our children. Presently we have the following programs under Title I:

Upgrading reading and math grades K–2
Upgrading reading grades 3–8
Upgrading math grades 3–8
Supportive services for children with learning and emotional disabilities
Upgrading reading and math at I. S. 210
Teaching English as a Second Language
Bi-lingual classes

These programs were discussed by parents and community. We have parents involved in their evaluation. Each school's School-Community Council has had input into designing these programs. The Community School Board has discussed the programs at public meetings. The programs have been reviewed by the central board and Albany. All of this involvement is made possible because of the Title I guidelines. To have the money go directly to the state would limit local involvement.

We have in our district library books purchased under Title II.

There are three Title III programs. At PS 189 we have an after school prekindergarten program. Prospect Heights High School provides after school tutors in our district. And, under Umbrella V we have a parent involvement program.

Title VII funds a bilingual kindergarten program which is needed for the many Hispanic and Haitian children in our distrct.

We dread to thnk that what has been developed in our district tailored to the needs of our children would be eliminated or turned over to a state education department bureaucracy.

Sincerely,

REV. WILLIAM G. SMARTT,
President, Community School Board.
DR. CHARLES I. SCHONHAUT,
Community Superintendent.

THE AMERICAN PARENTS COMMITTEE, INC.,
Washington, D.C., March 22, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: In advocating continued Federal aid for the education of underprivileged children, the American Parents Committee notes with interest the following excerpt from the majority opinion handed down on March 21, 1973, by the U.S. Supreme Court in the *Rodriguez* case:

"The wealth discrimination discovered by the District Court in this case, and by several other courts that have recently struck down school financing laws in other States, is quite unlike any of the forms of wealth discrimination heretofore reviewed by this Court . . .

"In support of their charge that the system discriminates against the 'poor' appellees have made no effort to demonstrate that it operates to the peculiar disadvantage of any class fairly definable as indigent, or as composed of persons whose incomes are beneath any designated poverty level."

In the *Rodriguez* decision, the Court's rejection of asserted invidious discrimination against the poor as a class would seem to avoid the central issue of children as a class. That children do indeed constitute a class is borne out by the current series of "class actions" in Illinois, Indiana, Rhode Island, Texas and Kentucky on behalf of children confined to institutions allegedly offering rehabilitative treatment to some 100,000 adjudicated juvenile delinquents. The operation of two systems of American justice—the adversary process for adults, and the juvenile courts for children—further underscores this differentiation.

At the Federal level, the recognition of children as a class is emphasized by various Congressional acts and Executive agencies designed to meet the needs of children, and at least in the landmark 1954 ruling of *Brown v. Board of Education*, from which the following excerpts seem most pertinent:

"Compulsory school attendance laws and the great expenditures for education both demonstrate our recognition of the importance of education to our democratic society . . . It is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of an education. Such an opportunity, where the state has undertaken to provide it, is a right which must be made available to all on equal terms."

To the enduring credit of the U.S. Congress, the effort to overcome unequal educational opportunity for all children has been advanced through passage of the Elementary and Secondary Education Act, most notably Title I providing compensatory assistance to the underprivileged child. Now more urgently needed than ever, this Act must be continued and strengthened unless all parents are willing to settle for what Mr. Justice Marshall, in his dissenting opinion, has characterized as "the vagaries of the political process which, contrary to the majority's suggestion, has proven singularly unsuited to the task of providing a remedy for this discrimination."

The majority opinion cautions that, "This Court's action today is not to be viewed as placing its judicial imprimatur on the status quo," and urges that "innovative new thinking as to public education, its methods and its funding, is necessary to assure both a higher level of quality and greater uniformity of opportunity." Until this challenge is satisfied at the local and state level by demonstrable equality of educational opportunity, there must be continued reliance on Congressional efforts to assist in assuring such opportunity for our nation's 75 million children.

Sincerely,

BARBARA D. MCGARRY,
Executive Director.

PENNYROYAL REGIONAL MENTAL HEALTH-MENTAL RETARDATION CENTER,
Hopkinsville, Ky., March 20, 1973.

Hon. CARL D. PERKINS,
U.S. House of Representatives,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: May I add a word of support to your efforts to save the Elementary and Secondary Education Act.

Our mental health center contracts with school systems to provide mental health services to students, most of which are paid for with Title I funds. During this school year (through January) our staff has seen 134 school children, referred by teachers, principals, and guidance counselors, for a wide range of problems related to emotional disorder, behavior problems, and mental retardation. During the previous school year (1971–72) we saw 419 children.

With the curtailment of local Title I funds the Christian County School System has already had to cut back on its Mental Health Center contract, and if Title I funds are not available next year, I would project a severe reduction in mental health and mental retardation services to children.

Many children have received services, whose families could never have afforded them on a private basis. And many of those referred to us would not have come to our attention through any channel other than the public schools. For the last reason alone, the loss of Title I funds that make school-mental health center contracts possible will lead to a reduction in mental health services to children.

I appreciate your awareness of the important of such programs to school children, and I wish you every success in your efforts to protect their interests.

Sincerely,

ROBERT B. SIVLEY, Ph. D.,
Executive Director.

STATE OF WISCONSIN,
BOARD OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION,
Madison, Wis., March 6, 1973.

Hon. ROBERT W. KASTENMEIER,
U.S. House of Representatives,
Washington, D.C.

DEAR REPRESENTATIVE KASTENMEIER: I would like to express to you some of my concerns about the President's Budget and its impact on vocational education. Enclosed are two position papers which while similar, do stress different aspects of the President's Budget impact upon vocational education. One position paper was prepared for the Wisconsin Department of Administration, to be included as part of an over-all position paper of the state with regard to the budget. The other paper was prepared to reflect the position of the National Association of State Directors of Vocational Education and the American Vocational Association. I prepared this paper because of my responsibility as Chairman of the Legislative Committee of the National Association of State Directors of Vocational Education.

The position papers were prepared with what little information is available with respect to the President's Budget. As you know, there has not been any enabling legislation to support the budget recommendations with respect to educational revenue sharing. This makes it very difficult to prepare an accurate analysis. However, we have used what information has been made available to us in arriving at our conclusions and recommendations.

Essentially our concerns can be summarized as follows:

(1) Adequate funding for vocational education has historically resulted from direct and positive actions upon the part of Congress and not on the part of the U.S. Office of Education, or the administration. In recent years the actual appropriations for vocational education in the United States have not increased to meet the demands. The President's Budget would actually obliterate any reasonable assurance of continued funding for vocational education at even a token level.

(2) The categorical grant approach as exemplified by the Vocational Education Act of 1963 and the 1968 Amendments has proven to be a useful and necessary means by which Congress can exert its authority in recognizing and meeting the needs of vocational education without having to face undue concern about loss of priorities brought about by administrative actions.

(3) Millions of dollars have been expended in developing a viable base up which vocational education can be administered through appropriate designated state agencies. It is essential that the benefits of this investment not be lost by allowing funds or administrative authority to be redirected to untested channels and mechanisms for which there is no accountablility.

(4) The role of the governor in determining the appropriate method of administration of both vocational education and manpower monies should be assured through Congressional action.

I would be most pleased to have the opportunity to discuss these matters with you are your convenience and I would urge your support in helping us maintain what have been your own priorities with respect to vocational education.

Sincerely,

EUGENE LEHRMAN,
State Director.

POTENTIAL EFFECTS OF THE 1974 SPECIAL REVENUE SHARING PACKAGES IN EDUCATION AND MANPOWER ON VOCATIONAL EDUCATION

President Nixon's budget proposals for fiscal year 1974 leave funding for vocational education at the postsecondary level in a state of uncertainty. Current funding programs for vocational education, as well as for other educational purposes, would be replaced by a special education revenue sharing package. This package earmarks funds for education for the disadvantaged, education for the handicapped, school assistance in federally affected areas, occupational education, and general supportive services.

Current funding for vocational education would be channeled into the occupational education earmark. However, funds for the handicapped and disadvantaged in vocational education would be allocated to the general handicapped and disadvantaged categories. Funding for adult education is transferred into general supportive services.

The educational revenue sharing package would eliminate the provisions of the Smith-Hughes Act and the Vocational Education Amendments of 1963, which within the last five years has provided many citizens with meaningful skills essential to their ability to earn a living.

Similarly, the President's proposed manpower revenue sharing package also fails to recognize the importance of vocational-occupational education in manpower service.

There are many questions that come to the minds of people who are concerned with providing meaningful vocational eduction to all of our citizens. Why is vocational education considered to be a test instrument for special revenue sharing? If revenue sharing is in fact that instrument of social progress that it is claimed to be, why are not all educational funds included under the special revenue sharing bill? Why is it that it is only these programs that appear to fall in disfavor with certain elements of the U.S. Office of Education that are offered on the alter of special revenue sharing? Why is the administration considering removing any significant program from the new Bureau of Occupational and Adult Education after Congress has demonstrated a firm resolve to support vocational-occupational education by passing Title X of P.L. 92-318, which among other things insisted that occupational and adult education be accorded a high policy status in the U.S. Office of Education. Such proposals render the new Bureau completely incapable of accomplishing its mission.

The type of mechanisms employed to weaken vocational-occupational education are varied but their end result is the same:

> (1) To build a case through apologetics that proclaim to demonstrate the irrelevance of vocational education, occupational education, and career education, or at the very least, by attempting to demean the relevance of vocational education to career education.
>
> (2) To provide an administrative procedure in proposed education revenue sharing bills which would limit the authority of the governor in determining the manner of delivering educational services in his state. Further, why do the manpower revenue sharing bills arbitrarily determine a prime sponsorship which also weakens the role of the governor and removes any effective voice of the vocational education delivery system in assessing needs, determining priorities, or providing services?

The Administration's FY 1974 budget supposedly embodies many of the new federalism concepts. Not the least of which is consolidation of programs and streamlining federal and local governments. Hopefully, program duplications would be eliminated and service gaps would be filled. These are laudible goals, the question of whether they will be obtained through certain provisions of the federal budget remains open to question. Consolidation of programs implies ideally, grouping similar services for similar target groups. The consolidation achieved by combining Impacted Area Aid and Vocational Education does not meet this test. Further, it is questionable whether the administration of programs is streamlined through special revenue sharing. The previous education revenue sharing bill required the designation of a single administrative agency. Many governors may prefer to have the program administered through several agencies.

Each of these proposals have common characteristics, they both contain broad coordinative powers determined without regard to the administrative prerogatives of the governors and state legislatures. Neither contain any reference to the vital role required of vocational education or the designated vocational agencies.

History has demonstrated reasonably well the fact that vocational-occupational education services are not provided to those citizens who need it most if the authority and revenues are not specifically committed. Only Congress has to this point demonstrated a sensitivity to the needs of vocational education through its establishment of categorical priorities reinforced with specific appropriations. Unfortunately these appropriations have been constantly reduced by either the President, OMB, or the U.S. Office of Education hierarchy. Further, the Elementary and Secondary Education Act serves as an example of the lack of investment in vocational education under a block grant or a revenue sharing concept where no one has deemed it necessary to establish a priority. The recent conference in Washington at which directors from six states participated. illustrated this point. Not one of them receive any money under ESEA for the support of vocational education.

There are many other questions that can be raised about the value of special revenue sharing in meeting the nation's needs for vocational education. The details of special revenue sharing are not available but based upon the general information that has been made public, it should be opposed at all levels of vocational education.

It is extremely important that the time and effort be invested this week to protect the future of vocational education.

Expected Effects of the 1974 Special Education Revenue Sharing and the Manpower Revenue Sharing Packages on Postsecondary Vocational Education in Wisconsin

President Nixon's budget proposals for fiscal year 1974 leave funding for vocational education at the postsecondary level in a state of uncertainty. Current funding programs for vocational education, as well as for other educational purposes, would be replaced by a special education revenue sharing package. This package earmarks funds for education for the disadvantaged, education for the handicapped, school assistance in federally affected areas, occupational education, and general supportive services.

Current funding for vocational education would be channeled into the occupational education earmark. However, funds for the handicapped and disadvantaged in vocational education would be allocated to the general handicapped and disadvantaged categories. Funding for adult education is transferred into general supportive services.

The state legislature is given the responsibility of designating an administrator for the funds. The funds available for vocational education, less the special set-aside for handicapped and disadvantaged, would seem to be about the same for Wisconsin whether the present or proposed programs are in effect. The uncertainty lies in what *level* these funds will be assigned to, elementary and secondary or postsecondary. The state administrative authority presumably will decide this matter. At present there seems to be no provision for guaranteeing funds for postsecondary vocational education in the federal package.

Disadvantaged aid for the state would be computed according to the number of school age children in the state who fall below a poverty index. Aid for these disadvantaged children will go directly to the school districts with those children. There is a question whether postsecondary vocational education would get *any* funds for the disadvantaged since distribution seems to be based on elementary and secondary school aged children.

Handicapped allocations to Wisconsin would be based on the number of school age children in the state, modified by the state per capita income. Postsecondary vocational education would again be in the position of possibly not receiving any of these funds.

Adding further uncertainty, each state is permitted to transfer up to 30% of the funds attributed to the handicapped, occupational education, and general supportive services to any other category.

Fundamentally, the funding for postsecondary vocational education is in a state of limbo. The Occupational Education Section of the Educational Amendments of 1972 would not be funded under the President's budget recommendations, except for that portion relating to planning commissions for postsecondary education. This leaves the funding for postsecondary occupational education to come from the revenue sharing proposal which is really an elementary and secondary education revenue sharing package with no provisions for the postsecondary level.

In the absence of specific categorical funding for vocational education, especially at the postsecondary level, there can be no assurance that the handicapped and disadvantaged, as well as the general public, will be served in the manner in which they should be served.

If the President's budget is not modified and education revenue sharing becomes a reality, evidence indicates the postsecondary vocational education is program in Wisconsin will experience a potential loss of $5,862,550. This loss is based on projecting the expected allotment of federal revenue for the fiscal year 1973 into fiscal year 1974. Under the President's proposals, no funds would be earmarked for vocational education at the postsecondary level.

Adult Basic Education programs would also be threatened by absorption into the general earmark of supportive services which also includes such dissimilar activities as library support and school support. Based upon an assumption of the same level of funding for FY 1974 as was received in FY 1972, the pending loss of revenues for this program, as it is currently administered, totals $917,375.

The proposed manpower revenue sharing package could also have a crippling affect on postsecondary vocational education manpower training programs in Wisconsin. It is anticipated that in fiscal year 1974 the potential loss of revenues for institutional training programs in Wisconsin could exceed $2,400,000.

The total affect of the President's 1974 budget on programs and services delivered through the postsecondary vocational education system in Wisconsin could amount to a potential loss of $9,179,925.

It is extremely difficult to translate the impact of this loss into services to citizens. Based upon the statewide average cost of $1680 to educate a full-time student in a postsecondary vocational or technical program, over 5460 citizens would not be served. The actual number would be closer to 15,000 or 20,000 people because most of the citizens served through these types of programs are part-time students.

If the programs are to be continued regardless of the loss of federal revenues, the great majority of the $9,179,925 revenues will have to come from the local property taxpayer.

STATE BOARD OF REGENTS,
Des Moines, Iowa, March 21, 1973.

Hon. CARL PERKINS,
U.S. Representative,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: This letter is to inform you that the Iowa Board of Regents has urged members of the Iowa congressional delegation to support H.R. 69 which you have proposed and which will extend the Elementary and Secondary Education Act of 1965.

The program currently is the source of about $200,000 annually for the Iowa Braille and Sight Saving School, Iowa School for the Deaf and the University of Iowa in developing programs for handicapped children.

The Board of Regents has endorsed a five-year extension of this program rather than a three-year extension. It has also urged a guaranteed minimum funding for each state and requested a requirement that the Commission of Education study potential harmful effects of late funding.

We extend our sincere appreciation to you for your efforts on behalf of this very worthwhile legislation.

Sincerely,

R. WAYNE RICHEY,
Executive Secretary.

SOUTH PARK SCHOOL DISTRICT,
Library, Pa., March 21, 1973.

CARL D. PERKINS,
Chairman, Committee on Education and Labor,
Washington, D.C.

DEAR MR. PERKINS: The South Park School at a regular meeting on March 12, 1973, approved the enclosed resolution supporting the enactment of funding for the listed Federal programs.

Your support on behalf of these programs is solicited.

Sincerely yours,

MRS. MAGDALEN BOSS,
School Board Secretary.

RESOLUTION

At a meeting held on the 12th day of March, 1973, by the South Park Board of Directors, it was duly seconded and approved that the following resolution be adopted.

Whereas, an educational appropriations bill has not been approved for fiscal year 1973, resulting in a marked decrease in the amount of federal support for the education of elementary and secondary school children, and

Whereas, a portion of federal funds, appropriated via continuing resolution, to support educational programs for elementary and secondary school children have been impounded, and

Whereas, the federal budget for fiscal year 1974 provides for a substantial decrease in the level of support or the complete elimination of various established federal programs ranging from expanded services for the disadvantaged to the development and implementation of innovative programs to improve the education of children; be it

Resolved, That we, the South Park Board of School Directors recommend that federal funds currently being withheld be restored to their authorized levels and be made available to school districts in order to allow for the continued support of expanded services and programs and the development of new programs and services to meet the educational needs of our children, and be it

Resolved, That Titles I, II, and III of ESEA, NDEA Titles III and V, Education of the Handicapped, Vocational Education and other programs designed to improve the educational capabilities of elementary and secondary school children be reenacted and/or refunded at a sufficient level to insure a quality education for each and every child by the Federal Government, be it

Further Resolved, That P.L. 874 be also reenacted and funded at the same level that it was funded in the previous year.

MARYLAND COUNCIL OF ADMINISTRATORS OF COMPENSATORY EDUCATION,
Towson, Md., March 22, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, House of Representatives, Washington, D.C.

DEAR CONGRESSMAN PERKINS: This letter is written to inform you and members of your committee that the Maryland Council of Administrators of Compensatory Education support H.R. 69.

The membership of our organization includes those who have responsibility for administering ESEA, Title I and other compensatory prorgams in the twenty-four school districts in our state, and the Maryland School for the Blind, and the Maryland Department of Juvenile Services.

We support categorical aid to serve disadvantaged youth in our state and the nation. It is our belief that, even if the same amount of federal funds would continue to be made available to the state, without categorical stipulation these funds would be diverted to other uses. We contend that helping students with the greatest needs to acquire basic skills so that they may function in our rapidly changing society should be of the highest educational priority.

This point of view is reflected in the collective experience of our members, the majority of whom have been with the ESEA, Title I program most of the years since its inception.

The viability and dynamic character of ESEA, Title I is exemplified in the state of Maryland because:

Title I has benefitted hundreds of children each year to make acceptable academic gains in language and reading, as shown in the Maryland State Department of Education annual reports on ESEA, Title I.

Title I has made it politically and educationally acceptable for local school districts to publicly acknowledge and document, through a needs assessment, that a segment of its school population is in need of more intensive educational assistance.

Title I has lessened the stigma for teachers, aides, and administrators to be assigned and actively seek positions in which they would work with disadvantaged students.

Title I has helped make teachers, administrators, Boards of Education, the general public, and community organizations more aware and sensitive to the needs of disadvantaged students, especially those within their local school districts.

Title I has focused attention on the need to have better trained professionals and paraprofessionals to work with disadvantaged students, and has provided the impetus for institutions of higher education to implement training and service programs to prepare people to work in education and service fields.

Title I has provided the opportunity to experiment with more flexible school organization, new methods and programs to specifically serve disadvantaged youth, while at the same time, giving assurance to the community that education of students who achieve at a more rapid rate would not be curtailed.

Title I has involved parents of Title I students to help them become aware of their child's learning problems, supplementary services that are provided for their children, and the relationship of these services to the educational program normally provided by the school system.

Our organization recognizes, that in taking a position of advocacy on behalf of disadvantaged youth, it risks the posture of appearing to perpetuate self-serving ends. However, in Maryland, those who administer Title I in the LEA's have come from the teaching and administrative ranks, and would return to equally responsible positions should Title I cease to exist.

We appreciate your efforts and others in Congress that have ordered their priorities so that disadvantaged youth of our country will be given the opportunity to reach their full citizenship potential.

Sincerely,

JOHN J. LYNCH,
(for Donald E. Snodderly, Chairman.)

COUNTY OF HENDRY,
LaBelle, Fla., March 21, 1973.

Hon. CARL D. PERKINS,
Rayburn House Office Building,
Washington, D.C.

DEAR SIR: This letter is written to help you understand the impact that proposed reductions or terminations of federally funded educational programs would have upon our program. Any cutback in federal funds will adversely affect our operation, because we are levying the maximum millage permitted by state statute. To absorb any reductions would mean the elimination of eight teachers and thirteen aides employed in programs that are federally funded.

A comparison of federally funded programs that are administered by state agencies is shown in the following table:

Program	1972 expenditures	1973 budget
ESEA I	$75,360	$54,881
ESEA I (migrant)	61,559	62,612
ESEA II	4,994	0
NDEA III	7,117	0
Vocational education	12,433	40,350
School lunch	116,216	100,521
Day care IV-A	64,822	64,822

The ESEA I Program is a reading program for the educationally, socially and economically deprived children. The ESEA I Migrant Program provides for the preschool migrant children with a Learn and Earn Program for junior high age children. ESEA II and NDEA III Programs which were not funded this year were designed to provide library resource materials and instructional equipment for critical subject areas. The Vocational Program reflects an increased allotment for 1973 because newly implemented programs were funded to purchase essential equipment. The School Lunch Program reflects a diminished support in 1973.

The Day Care Program shows equal funding for both fiscal years; however, on April 1, 1973, new guidelines will take effect which will drastically affect our ability to continue this program. The proposed changes in regulations (which was to be heard on March 19, 1973) would prohibit private industry putting up the 25% share, and this presents us with a very real problem.

At this point, we have very little exact information regarding the 1974 budget; however, everything that I have read or heard indicates a considerable reduction. If this is true, we will be affected even more.

Being a rural county, our local assets are not capable of meeting our growing needs especially in the area of capital outlay. A tremendous amount of pressure could be taken off local school systems if there were some way to assist school systems with a capital outlay program. This naturally would be a one shot funding program with guaranteed success.

Another point that I would like to make concerns the funding procedures that are now operative. We have an impossible task trying to project our budget. We never know when the funding will take place, and there is never any degree of accuracy as to the final allocation. After receiving this information, we often find changes being made in mid stream. When these changes occur after we have committed ourselves to a program by employing personnel and purchasing material then we are faced with two alternatives. We can honor our commitments by absorbing the deficits from our local funds, or the program must be curtailed and often doomed to failure. Any reductions or eliminations of programs should be announced prior to the implementation of a program.

It is my sincere wish that during the legislative process of establishing programs and determining guidelines for distribution of funds, that you consider the effects at the local level. Our primary concern should be for the children who will receive the benefits from the program. One of the facts that disturbs me is the amount of money that is allotted to a program at the top level as compared to the actual amount to be spent on direct services to the students.

Perhaps there is a simple answer if local educators can be trusted. A revenue sharing plan based simply upon the number of students in a district with a weighted value assigned to economically or educationally deprived students similar to Public Law 874.

Any action that you take to improve the efficacy of federally funded educational programs will be appreciated by me and all your constituents as well.

Sincerely,

GEORGE H. STEELE,
Superintendent of Schools.

STATE OF LOUISIANA,
DEPARTMENT OF EDUCATION,
Baton Rouge, March 21, 1973.

Hon. CARL PERKINS,
General Education Subcommittee,
House of Representatives, Washington, D.C.

DEAR REPRESENTATIVE PERKINS: As you know, in 1965 the Elementary and secondary Education Act was enacted by Congress with Title III of this Act providing for innovative and exemplary projects in local school systems. Because of fiscal constraints, the only consistent financial resource for educational innovation is provided through ESEA Title III. The constructive effect of ESEA Title III programs is evidenced in the fact that a majority of the funded projects are being continued locally after Federal funding has been withdrawn. These programs are financed from one to three years and thereafter must be funded locally when continued.

As stated in the enclosed resolution passed by the Louisiana State Advisory Council for ESEA Title III on Tuesday, March 20, 1973, we very strongly urge you to support ESEA Title III as a separate program in the Elementary and Secondary Education Act in an effort to preserve its unique functions. The integrity and identity of Title III need to be maintained with continued emphasis being exerted upon program development, testing, and adopting at the local school system level.

We believe this program should be continued in the present format since it is providing citizens of Louisiana and others throughout the nation the opportunity to participate in outstanding educational programs which would be unavailable without this Federal financial assistance.

Sincerely yours,

FRANCES W. BECK,
Chairwoman, Louisiana State Advisory Council for ESEA, Title III.

RESOLUTION

Whereas, the Louisiana State Advisory Council for Title III of the Elementary and Secondary Education Act, at the regular meeting held on March 20, 1973, expressed concern about the continuation of Title III of the Elementary and Secondary Education Act; and

Whereas, the Council has viewed the Bill being prepared by the Administration with some concern because it appears that funding for innovation and change in education would come within revenue sharing; and

Whereas, the Council is concerned that programs which would be identified as Title III, ESEA programs would be lost for larger funding; Now, therefore, be it

Resolved by the Louisiana State Advisory Council for Title III of the Elementary and Secondary Education Act, That you be urged to continue Title III, ESEA in the event that no proposed legislation extending Title III, ESEA is passed prior to July, 1973, and that you be further urged to enact a continuing resolution to insure the continuation of Title III, ESEA at a funding level no less than One Hundred Forty-Six Million Dollars ($146,000,000) during Fiscal Year 1974.

FRANCES W. BECK,
Chairwoman, Louisiana State Advisory Council for Title III, ESEA.

This done and signed on the 20th day of March, A. D., 1973.

J. B. MARCEAUX,
Vice Chairman, Louisiana State Advisory Council for Title III, ESEA.

FORDYCE, ARK.,
March 24, 1973.

Mr. CARL D. PERKINS,
Chairman, Committee on Education and Labor,
Rayburn House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: I wanted to write and thank you for your efforts on behalf of education. I know the situation is a problem at present and there is apparently no easy solution.

I have never been in favor of Revenue Sharing for education where the final directions for funds is not written into the bill. I maintain that too many of the funds will not reach the classroom. At the same time, I can see where the directive to assure that Title I funds did not supplant local and state funds were detrimental to the program. It caused too many schools to attempt to establish two systems of education—the regular system and a Title I system. Other schools attempted to find ways to circumvent the guidelines so Title I funds could be utilized to add things to the regular program. Many of these things were needed but monitoring of the funds caused much misunderstanding and conflict.

I have always felt that real improvement in educatiton will come when we assure a firm base for the entire educational structure. This base must begin when a child first enters school. Since there is apparently not enough funds to span the entire field of education, concentration should be on the early training of children.

I suggest an Education Foundation Act—a bill that would provide $200 to $300 per child for all children enrolled in kindergarten through grade three. Such funds would direct aid where the need is greatest and where subject areas, reading and math, are of primary concern. It would not be necessary to label the funds for disadvantaged or gifted since all would share equally in the benefits from such funds.

A simple formula based on a head count would also eliminate the need to try and establish an equalizing formula, something that has been a point of contention under the ESEA program. States would not have to compete with one another for funds. I don't think the entire cost of such a program would be much more than is presently being used in Title I, II, and III.

The local schools could be given complete control of the funds to improve education at these levels for all children. A minimum of guidelines would be necessary. These are suggested:

(1) No school may employ fewer teachers with district funds than is required to maintain a teacher-pupil ratio of 1–25.

(2) No school may use Education Foundation funds to employ personnel or maintain facilities and activities required for State or private accreditation.

(3) No more than 10% of Education Foundation funds may be used for construction, maintenance, or operation of school facilities.

(4) No more than 8% of Education Foundation funds may be used for administration or fiscal control.

(5) Educational Foundation funds must be kept in separate accounting records, must be subject to regular or special audit, and may not be commingled with regular district funds.

(6) Each school receiving Education Foundation Funds will prepare a project application, including proposed budget and cost analysis, and will submit an evaluation summary of activities at the close of each budget period.

Other guidelines may be needed but when implemented, they should be simple and to the point. They should not be flexible to the extent that reading between the lines leaves cause for misunderstanding.

I feel that a direct grant should be the first consideration of Congress. If this can be established, and the President approve the funding, then each school will know approximately what to expect in the way of aid each year. It has been very difficult trying to carry on a program when there is uncertainty of funding.

Once a Foundation program is established and the cost determined, other categorical programs can be added if funds are available. I simply feel that a foundation program should have first priority. And the initial effort to aid education should be such that all schools and children share equally—depending only on the number of children involved.

Sincerely,

CHARLES LASITER.

WYOMING VOCATIONAL AGRICULTURAL
TEACHER'S ASSOCIATION, INC.,
Powell, Wyo., March 31, 1973.

Hon. TENO RONCALIO,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN RONCALIO: On behalf of the Wyomoing Vocational Agriculture Teachers Association, I would like to ask your support in defeating HR 5823, entitled "The Better Schools Act."

If this act is passed, it will repeal the Smith-Hughes act, which has helped Vocational Agriculture Education in the past. Without this help, many of the new programs in career education, which are being carried by vocational agriculture departments throughout the state of Wyoming, will be hindered. In a state, such as Wyoming, where 60% of the people are engaged in agriculture or its related fields, such cuts would be ridiculous.

Many of Wyoming's outstanding lenders, as well as many nationally known figures, were at one time enrolled in Vocational Agriculture Education. I am sure that they would not like to see such a well established program hurt by this bill.

Again, I would hope that you *strongly oppose* HR 5823.

Sincerely,

C. M. SUTTON, *President.*

CITIZENS FOR EDUCATIONAL FREEDOM,
Washington, D.C., March 29, 1973.

Hon. CARL D. PERKINS,
Charman, House Education and Labor Committee,

DEAR MR. PERKINS: In behalf of Citizens for Educational Freedom, a nonsectarian organization interested in parental rights in education, I wish to bring two points to your present consideration of the Elementary and Secondary Education Act of 1965.

1. Administration of the program

Modifications in the administration of this program need to be secured which will guarantee effective participation on an equitable basis for all children, including those attending nonpublic schools. There are, unfortunately, regions in the country where such children are being deprived of these benefits.

2. Extension of the program

First priority must be given to the children of the poor—the educationally and economically disadvantaged, both in public and nonpublic schools.

DR. EDWARD F. SPIERS,
National Executive Director.

NATIONAL CONGRESS OF PARENTS AND TEACHERS,
Chicago, Ill., March 29, 1973.

Hon. CARL D. PERKINS,
Chairman, House Subcommittee on Education,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: Representing the National PTA, with a membership of approximately 9 million people, I wish to express to you and the members of your committee great concern for the future funding of education by the federal government.

We, like many other groups, feel that we should be moving toward a goal of at least one-third of the funding of education coming from the federal government; also a mechanism for funding education on a multi-year basis through advance funding to assure accountability and effective use of federal monies.

Attached is a letter to Secretary Weinberger expressing our grave concerns relative to Revenue Sharing (The Better Schools Act).

Information given to your committee by the administration indicates that fewer disadvantaged children would be served under this program. This is particularly difficult to accept since the court has ruled that the wealth of the district in which the child lives does not discriminate in the child's education. This relieves the pressure on the states to provide equal opportunity of education to all children. It seems that the children of the poor can only lose.

We believe, as have many others appearing before your committee, that ESEA has benefitted the children of this nation. We believe it is necessary that these funds continue to reach the children who need them.

We regret that in both the Elementary and Secondary Education Act and the Better Schools Act more money continues to flow into the non-public schools, and that tax credit bills seek to divert even more funds from public to non-public school. Attached is a copy of an article from the *Christian Science Monitor* which speaks clearly to this point. The National PTA believes that the public schools should provide quality education for all children and public funds for education should go into public tax-supported schools only, in order that they can reach this goal.

We urge you to give your very best judgment to these great problems in order that the money may reach the children in need and with the least possible disruption to the programs.

Thank you for hearing our views.

Sincerely,

CAROL KIMMEL,
Mrs. Walter G. Kimmel,
Coordinator of Legislative Activity.

NATIONAL CONGRESS OF PARENTS AND TEACHERS,
Chicago, Ill., March 7, 1973.

Hon. CASPAR W. WEINBERGER,
Secretary of Health, Education, and Welfare,
Washington, D.C.

MY DEAR MR. SECRETARY: Last month the National PTA held a legislative conference in Washington, with representatives of PTA's from 36 states, the District of Columbia, and the European Congress of American Parents and Teachers, attending.

When plans for the conference were made, we were told that you were not yet making speaking commitments. However, Sidney P. Marland and Charles Saunders met with us, and we are grateful for their participation.

Special Revenue Sharing is a matter of great concern to all people who seek the best possible educational opportunity for all of our children. The PTA representatives at this conference wished to present to you three aspects of the proposed legislation that most concern us.

First, we believe that it is misleading to title this legislation "Revenue Sharing." We have been told over and over again by administration spokesmen that this is not a money bill—it is a management bill. Therefore, we feel strongly that it should be called the "Grant Consolidation Program." This title would give a more accurate indication of the purpose of the legislation and would avoid the expectation of available funds which we believe is implied by the title, "Revenue Sharing."

In the second place, under the new arrangement there is no assurance that many current programs—especially those for the disadvantaged—will not suffer.

Finally, we firmly believe that money for education should be channeled directly through state departments of education. The National PTA has consistently sought the strengthening of the state departments of education as the agencies most directly responsible for the education of the children within each state. We would deplore any indication in the bill that would provide even the possibility that money for educational purposes could be channeled through other agencies.

Thank you very much for hearing our views. We hope to have the opportunity of meeting with you and working with you in the near future.

Sincerely yours,

CAROL K. KIMMEL,
Mrs. Walter G. Kimmel,
Coordinator of Legislative Activity.

[From the Christian Science Monitor, Mar. 24, 1973]

THE CHILDREN LOST

(By Richard L. Strout)

WASHINGTON.—Some 285,000 Philadelphia children lost 39 days of classes in a strike by their teachers, none of which apparently will be made up.

Peter Binzen, urban affairs editor of the Philadelphia Bulletin, in a summary for the New Republic, concludes that intentions like this nobody cares too much about the kids.

Philadelphia symbolizes a lot of big cities. Its metropolitan population is the fourth in the country. The central city, where the strike occurred, has increasing blacks; in the suburbs, which are white, the schools stayed open.

A big factor is parochial schools. They enroll about 140,000 pupils, or roughly half as many as public schools. Parochial schools are 90 percent white. Public schools are about 61 percent black. More white children now attend Roman Catholic schools than public schools.

The Philadelphia school system, like many others, is heavily in debt. Frank L. Rizzo, one-time tough police chief, now Mayor, promised not to raise taxes. The school deficit when the strike started was around $35 million. This was projected to grow to $53 million by June 30.

That's the equation. How did Philadelphia solve it?

Mr. Binzen says neither Mayor Rizzo nor his labor negotiator has children in public schools. That is true, also, of the members of the Mayor's cabinet. Only one of the 17 city councilmen does. Three of the nine school members do. John A. Ryan, teachers' union leader who was jailed for defying a court injunction, sends his five children to Catholic schools. The judge who sentenced Mr. Ryan sends his two children to private schools.

It seems that hardly any of the people responsible for settling the strike were directly affected by it.

About 30 percent of the city's 13,000 teachers live in the suburbs where public schools remained open. Many teachers who live in the city patronize parochial schools, just the way Mr. Ryan does.

In old days public schools had a big political clout when parents were predominantly influential whites, but this has seemingly diminished, which Mr. Binzen thinks "may help to explain why the strike talks dragged on so long." Till the last week bargaining seemed to get nowhere; then 40 union locals threatened a general strike and authorities settled in a hurry. They agreed to a four-year contract that may make Mayor Rizzo raise taxes after all.

The Mayor, incidentally, is expected to become a Republican shortly.

The strike saved money for the debt-ridden school system. It may have saved it from insolvency. Special aid from city and state cut the projected school deficit to around $24 million, and every day of the strike saved $600,000 in unpaid teachers' salaries. "On this basis," Mr. Binzen comments acerbly, "the school system needed a 40-day strike—40 times $800,000—to ease the $24 million deficit. It settled for a 39-day strike." Of course it would save taxpayers more money to close the schools permanently.

This reporter grew up in Flatbush and trudged to public school (right off Cortelyou Road). The idea that PS 139 could shut down 39 school days without make-up would have shocked my parents. The idea that this could happen to a whole city school system without a revolution would have stunned them.

President Nixon's constituency is strong in the middle-class suburbs, and he favors federal aid for parochial schools. He argued, March 4, that urban problems are met: "The hour of crisis has passed. The ship of state is back on an even keel, and we can put behind us the fear of capsizing." Maybe so. But what happens in the increasingly black central cities, noosed by white suburbs? Their free schools close down while the people they serve sit helplessly, as Mr. Binzen remarks, while "nonpublic school people decide their fate." The Philadelphia children lost 39 days of classes. How do you debit that intangible in America's balance sheet?

STATE OF ALASKA,
DEPARTMENT OF EDUCATION,
Juneau, Alaska, March 27, 1973.

Hon. ALBERT H. QUIE,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN QUIE: My staff has reviewed House Bill 5163, "Educationally disadvantaged Children's Act of 1973" and found that it will not fit the needs of the educationally disadvantaged in Alaska. It is my belief that this legislation would both weaken the impact on the disadvantaged children as well as limit the local determination of student needs and curriculum. Our rational is based on the following:

1. We are opposed to legislating curriculum and instructional techniques. H.R. 5163 would require that 85 per cent of the allocation be spent on remedial reading and mathematics through individualized instruction. Many of the school districts in Alaska have realized that although remedial reading is a priority item, they have identified more basic needs and as a consequence, are directing their Title I efforts to these identified needs. It has been our experience that reading difficulties are a symptom of a much broader range of educational problems. For example, physical, emotional and social problems.

2. We are opposed to the National Commission proposed in this bill. This would provide another layer of bureaucracy since the functions assigned to the Commission are administrative in nature.

3. We are also opposed to the dropping of the financial base for selecting eligible areas as now utilized under Title I, ESEA. We feel this will dilute the effort and thereby penalize the areas with the most needy children where there are a variety of learner needs. In Alaska there is a higher percentage of educationally deprived in the low income areas than in the total school population.

The Alaska Department of Education feels strongly that Title I, ESEA, has benefitted our State to a very high degree. The present requirements have made it possible for us to give assistance where it is most needed.

We feel quite strongly that any basic changes in the Act would not be in the best interests of Alaska's educationally deprived and therefore, request that Title I, ESEA, be retained. We are convinced that if Congressional efforts were directed toward full funding of the present Title I, ESEA, there would be significant improvements that would benefit the disadvantaged children.

We greatly appreciate the opportunity to share our views with you.

Sincerely,

MARSHALL L. LIND,
Commissioner of Education.

FEBRUARY 20, 1973.

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor,
House of Representatives,
Washington, D.C.

MY DEAR MR. PERKINS: May I request that this letter be made a matter of record of the hearing on H.R. 69 scheduled for February 20, 1973.

Anne Arundel County, the home of the U.S. Naval Academy, Fort George G. Meade and other federal properties is located midway between Baltimore and Washington.

Our school system has grown from 19,000 pupils in 1950 to 78,000 in 1973.

It is our philosophy that in order to operate a good school system we must have financial support from where people work as well as where they live. I believe this was the intent of the Congress when Public Law 874 was enacted in the early Fifties.

The Public Law 874 funds (funds in lieu of taxes) along with the taxes collected by our local government from both where people live and work have made it possible to offer a well planned program to all boys and girls who enter our schools. We are currently spending $929.34 per pupil which is an increase of $97.00 over last year's expenditure.

The extension of Public Law 874 on the basis of 100% payment for both A and B Categories is in our judgment a most wise and logical move. To make such a request is merely asking for that which rightfully belongs to us.

I am attaching a table showing payments to Anne Arundel County for the past few years.

You will note that the payments if made on the basis of the Administration's request will be $1,599,369 less than if made on the basis of the 1971–72 year when we were paid 90% for A's and 73% for B's.

The loss of this $1,599,369 would mean 11.8 cent increase on the property tax in order to continue the program at the same level.

We urge the support of this committee not only for the extension of P.L. 874, but request 100% payment for both the A and B Categories.

Sincerely yours,

FRED L. ALEXANDER,
Director of Planning.

HISTORY OF IMPACT FUNDS FOR ANNE ARUNDEL COUNTY .
1966 - 1973

Year	ADA All Pupils	ADA 3A	ADA 3B2 & 3B1	Rate of Payment	Amount of Entitlemen at 100%	Funds Received Based On % Prorated
1965-66	52,907	2,604	10,045	$241.53	7626.5 x rate = $1,842,028.55 x 100%=	* $1,842,001.
					* Excluding deductible funds	
1966-67	55,425	2,701	10,457	$250.83	7929.5 x rate = $1,988,956.49 x 98.7%=	$1,963,099
1967-68	57,617	2,751	11,193	$272.04	8347.5 x rate = $2,270,853.90 x 98%=	$2,225,435.
1968-69	60,148	2,729	11,710	$306.82	8584 x rate = $2,633,742.88 x 91.7%=	$2,415,141.
1969-70	63,579	3,155	12,072	$341.52	9191 x rate = $3,138,910.32 x 84.7%=	$2,658,656.
1970-71	66,580	3,482	11,910	$376.98	3482(3A) x rate = $1,312,644.36 x 90% = 11,910 (3B2) x rate at 1/2 = $2,244,915.90 x 74.5= $3,557,560.26	$1,181,379.92 $1,672,462.35 $2,853,842./
1971-72	69,304	3,828	12,126	$436.82	3828(3A) x rate = $1,672,146.96 x 90%= 12126(3B2) x rate at 1/2= $2,648,439.66 x73% = $4,320,586.62	$1,504,932.26 $1,933,360.55 $3,438,293./
1972-73 Estimate Using 1972 % Entitle.	71,383	3,774	12,250	$465.44	3774(3A) x rate = $1,756,570.56 x 90%= 12250(3B2) x rate at 1/2 = $2,850,820.00 x 73%= $4,607,390.56	$1,580,913.50 $2,081,098.60 $3,662,012./
1972-73 Estimate Current Legislation	71,383	3,774	2,070 Uniform Services Only	$465.44	3774(3A) x rate = $1,756,570.56 x 90%= 2070(3B2) x rate at 1/2= $ 481,730.40 x100%=	$1,580,913.50 $ 481,730.40 $2,062,643./
					$2,238,300.96	

YONKERS, N.Y.,
February 15, 1973.

Hon. CARL D. PERKINS,
Chairman, Education and Labor Committee,
House of Representatives, Washington, D.C.

DEAR CONGRESSMAN PERKINS: It was a shock to hear Bill Moyers say on his program the other evening that we are no longer dedicated to education. The country spends more annually on advertising than on the education of its children.

I am an American citizen who is much concerned that Congress (House and Senate) restore the constitutional balance to our government as designed by the founding fathers by taking a strong stand on all issues before the nation. Therefore, since you are the Chairman of the Education and Labor Committee of the House. I am writing to urge that you and your committee will—as you have in the past—work to keep some education opportunities available for the disadvantaged children in our land.

When Nixon says it's vital that "we restore a greater sense of responsibility at the state and local level." It seems to me he is saying just the opposite of what the courts have been saying. The courts have been saying that with the basis of education money as property tax, the result is unconstitutional discrimination: affluent neighborhoods; more money for each child: ghettoes in cities for the neighborhoods); less, much less money per child. Educational opportunity should be distributed nationwide.

An article in *The New York Times* of February 12th, quoting you on Nixon's budget, "an ill-conceived effort to repeal the nineteen sixties" and that the victims would be the educationally deprived children of America." Further in that same article. Mr. Jenkins states, "The Administration plan would largely scuttle the Elementary and Secretary Education Act of 1965. . . . The act marked a historic turn away from tradition that education was a matter of almost exclusive local concern and control."

Education, it seems to me, is for the good of the whole country. Robert M. Hutchins, in an article, "The Schools Must Stay," in *The Center Magazine,* writes, "The aim of the American public school originally was to form men of independent, self-governing members of a self-governing community. That community was as wide as each of the thirteen original colonies. After the passage of the Fourteenth Amendment, it became as wide as the nation."

There has been much criticism of our public schools—much of it justifiable. Indeed there is always much need for improvement. But I agree with Mr. Hutchins, although continuing necessary improvement, we cannot abandon them. For the sake of the survival of self-government and, as you say for "the sake of our educationally underprivileged children," we MUST NOT.

Sincerely,

MRS. AUDINE TRAINER.

[From the New York Times, Feb. 12, 1973]

SCHOOL FUND-SHARING DISPUTED

(By Evan Penkins)

President Nixon's proposal to consolidate large parts of the Government's aid to education under a special revenue-sharing program has alarmed and outraged some powerful Congressmen and much of the education establishment.

New legislation embodying the proposal has not even reached Capitol Hill, and almost no one expects it to pass quickly, if at all, once it gets there.

But the proposal itself. incorporated in Mr. Nixon's budget for the next fiscal year. meant battle had been joined between two fundamentally conflicting views of the proper Federal role in public education.

The Administration's view, extending beyond the schools to virtually all social programs, was expressed most recently in the President's State of the Union Message.

Mr. Nixon said it was vital "that we restore a greater sense of responsibility at the state and local level." and spoke of "giving the people and their locally elected leaders a greater voice through such changes as revenue sharing."

A CRITICAL VIEW

Representative Carl D. Perkins, Democrat of Kentucky and chairman of the House Education and Labor Committee, said in a statement that the education part of the President's budget was "an ill-concealed effort to repeal the nineteen-sixties" and that the victims would be "the educationally deprived children of America."

The Administration's plan would largely scuttle a law of which Mr. Perkins was a prime mover, the Elementary and Secondary Education Act of 1965.

By providing large amounts of money to states and localities under federally imposed guidelines, the act marked a historic turn away from the tradition that education was a matter of almost exclusive local concern and control. Its passage was the product of years of labor based on a fiscal reality and philosophical conviction.

The reality was that many parts of the country, especially central cities, simply could not meet the mounting demands in schooling with the financial resources at hand.

The conviction among those in an out of Congress who fought for the act over the years was that the Federal Government had to step in to help the poor and the disadvantaged because state and local governments could not or would not do the job and the poor lacked the political power to make them do it.

The act provided money for libraries, supplemental service and educational centers, research, and strengthening state education departments.

But the centerpiece of the law, and the focus of special concern among those who plan to fignt the revenue-sharing concept, was Title I—aid to the disadvantaged. It became and remains the single most important Federal program for improving the education of the poor and minorities, and has cost about $10.2-billion.

The current cost is about $1.6-billion a year, and the Administration says that amount will be incorporated in the $2.7-billon request for special revenue sharing.

Over all, the Nixon proposal would pull together some 30 so-called categorical aid programs, each with specific Federal standards, into five broad aid channels giving more discretion to states and localities—for disadvantaged children (replacing Title I), the handicapped, vocational education, "impact" areas with large numbers of Government employes living on Government property and attending local schools, and support services.

A major argument advanced for revenue sharing by the Administration, many governors and school officials is the desire to eliminate some of the red tape involved in getting Federal school aid.

Opponents of the concept argue that it would simply make the mountains of red tape a state and local product, and add to administrative costs at those levels to boot.

ISSUE OF EFFECTIVENESS

The central pragmatic question in the revenue sharing dispute is whether the current approach has been effective.

There is no definite answer.

Representative Albert H. Quie of Minnesota, ranking Republican on Mr. Perkins's committee, said in an interview that he would be a sponsor of the Administration's revenue sharing bill.

Mr. Quie raised a point conceded by many defenders of Title I—that allocations continue to be based, largely because of political pressures, on outdated population figures. The result has been that areas where the need for funds has increased have been short-changed.

There have been other short-comings, both critics and defenders of Title I agree.

Federal aid as a whole amounts to only about 7 per cent of the total national cost of public education, and Title I funds constitute only about 10 per cent of the Federal total.

There has not been nearly enough Title I money to meet demand, especially since the program has never been fully funded. And the amounts have often been spread so thinly as to have almost no impact in some recipient school districts.

Those who prefer Title I to revenue sharing assert that misuse and occasional abuse of the existing program are slowly disappearing. And they say the errors are no excuse for abandoning so quickly a major social experiment with built-in protection for those whose need is greatest.

Paramount among the fears of those who oppose education revenue sharing is that local and state governments are not adequate to the task of helping those left out of American society.

Such fears are not assuaged by assurances from education officials in the Administration that the new program, though less restricted than the measures it will replace, will include Federal guarantees to protect the poor.

Although details of the new legislation are not known, a spokesman for the Office of Education said it would include a prohibition against transfer of aid for the disadvantaged to any other category.

Representative John Brademas of Indiana, an influential Democrat on the House Education and Labor Committee, cited recent court decisions to the effect that the states were failing to see that education funds were spent fairly.

"The courts are saying state governments must do a more equitable job of equal protection," Mr. Brademas said, "then along comes Uncle Sam with a revenue-sharing proposal that can only exacerbate existing patterns of inequity.

"Legislatures used to be dominated by rural interests, and now the power is going to the suburbs," the Representative continued. "Either way, the cities—and the poor in the cities—are the ones who get hurt."

NORTH CAROLINA ASSOCIATION
OF ADMINISTRATORS OF COMPENSATORY EDUCATION,
Kinston, N.C., March 9, 1973.

HON. JAMES G. MARTIN,
The House of Representatives,
Washington, D.C.

DEAR SIR: In November, 1972 a new professional organization was established in North Carolina. Known as the North Carolina Association of Administrators of Compensatory Education, the new organization is dedicated to the cause of compensatory education in this state.

Our organization is very much concerned about the uncertain future of compensatory education in general and ESEA, Title I in particular. While there is a dearth of empirical evidence to document the success of Title I programs throughout the nation, it would be a mistake to conclude that the many efforts which have been exerted in this program have been unrewarded. In the case of many local education agencies, compensatory education programs are just now beginning to yield positive results, as local educators have gained greater insight into the problem of educational deprivation, and have been more successful in preparing intervention strategies for these children. As you know, the program was launched in the school year 1965–66 on a crash basis, and there was little time for intelligent planning. The subsequent problem of late funding also mitigated against effective planning and, quite naturally, positive outcomes seldom accompany programs which are poorly planned. Is there any wonder, then, that the program has been something less than a complete success? At a time when many school systems are beginning to achieve a breakthrough in meeting the special educational needs of their educationally deprived children, it would be regrettable to reduce the investment of federal dollars in this vital program.

This organization strongly supports continued funding for Title I either as a categorical program as we have known it in the past or as one of the earmarked programs in the administration's education special revenue sharing proposal. We can support HR-69, introduced by Congressman Carl Perkins, because it extends Title I for a period of five years, maintains funding at an acceptable level, and preserves the integrity of Title I as a compensatory education program. We are not adverse to education special revenue sharing, so long as compensatory education is one of the earmarks and the level of funding is not reduced. As proposed by the President, however, it appears that education programs for the disadvantaged would receive only $1.526 billion. This level of funding would be $72 million less than the FY–72 level, which is inadequate.

As educators intensely interested in more effective education for disadvantaged children, we respectfully request your support of legislation which provides adequate funding for this important program.

Very truly yours,

CHARLES L. DAVIS,
President.

SCOTT ENGINEERING CO.,
Watertown, S. Dak., March 23, 1973.

Hon. FRANK DENHOLM,
Longworth Office Building,
Washington, D.C.

DEAR FRANK: I have learned that there is a good possibility that the Advisory Councils on Vocational-Technical Education which have been established in each of the states, as well as the National Advisory Council, will be phased out of existence by March 31.

Because of my personal experience in having served on the South Dakota Advisory Council for the past two years, I am convinced that this would be a serious mistake and would eliminate one of the really effective guides to our vocational education program.

I am enclosing a copy of a news release which reached my desk this morning and it will provide you a brief insight to a portion of our last year's activities, as well as to illustrate that we are pursuing an active program this year.

I am convinced that the cost of supporting the activities of these councils is very meager in relation to the benefits which accrue to our educational program. The services of many talented people are made available at an extremely modest cost through the efforts of these councils.

Our Industrial Development Expansion Agency, on whose Commission I have served for the past six years, is extremely conscious of the close relationship between the success of our industrial promotion effort and the availability of an adequate supply of people trained in the crafts and trades.

I hope you will make a special effort to influence your colleagues to support the continuation of the Advisory Councils at the State and National level.

I understand that the key people to get to on the committee level are: Congressmen Albert Quie and Carl Perkins of the House General Education Subcommittee and Senators Peter Dominick and Claiborne Pell of the Education Subcommittee of the Senate Committee on Labor and Public Welfare.

Any support which you can give this program will be greatly appreciated.

With every good wish,

Sincerely,

JOHN H. REESE.

VOC-TECH ADVISORY COUNCIL MEETS

The South Dakota Advisory Council on Vocational and Technical Education will meet Thursday, March 29, in Sioux Falls to discuss and evaluate the council's priorities and programs for vocational education.

The meeting at the Downtown Holiday Inn, will include an address and an open discussion with Dr. Ivan E. Valentine, Associate Professor, Department of Vocational Education, Colorado State University, Ft. Collins, Colorado. Dr. Valentine will discuss Vocational Education and its implications for industrial and economic development.

The twenty member Advisory Council, appointed by the Governor and representing education and business throughout the state, is charged with evaluating the status and experience of vocational education throughout South Dakota and then reporting their findings to the State Board of Vocational-Technical Education.

Last year the Advisory Council conducted an evaluation of the state's six vocational schools, which included hearings at each of the schools for the purpose of gathering testimony and recommendations from business and industry employers concerning the school's graduates. These hearings provided much communication and coordination with "would be" employers as well as on-the-job training for the obvious benefits of both graduates and employers.

Dr. Valentine, born in Egan, South Dakota, graduated from South Dakota University at Brookings in 1950. He taught in Faith, South Dakota and Belle Fourche, South Dakota. He received his Masters degree from Colorado State University and his Doctorate (Ph. D) from Ohio State.

GOVERNMENT OF AMERICAN SAMOA,
OFFICE OF LIBRARY SERVICES,
Pago Pago, American Samoa, April 5, 1973.

Representative WILLIAM LEHMAN,
U.S. House of Representatives,
House Office Building, Washington, D.C.

DEAR BILL: My Miami newspapers are late in arriving way down here in the South Pacific and it was only today that I learned you were elected to the U.S. Congress. Congratulations! We, Floridians are lucky to have one so well versed in Education and one who cares for his fellow man. I am pleased.

You can imagine my extended delight when I open the American Library Associations Washington Newsletter and found you were a member of the Committee on Education and Labor.

Since you were on the Dade County School Board when I was Supervisor of Libraries, you know how I stand on library development. We are upset over the deletion of all library programs from Mr. Nixon's FY 74 budget. Never in any period in history were libraries so needed as the present.

Of course, when I left Dade County for American Samoa to do what I could for library development, I had no idea of the depth of the need of these people. I came to stay 2 years, but I am now on my fifth.

It was not until 1970 that we received any U.S. assistance for libraries when under L.S.C.A. Title II, we remodeled an old Marine Barracks into the present Library of American Samoa. With the help of L.S.C.A. Title I, we purchased a bookmobile and with ESEA Title II we bought library books for school children.

In 1972, we made a Long Range Library Development Plan for American Samoa whereby at the end of 1976, this system would be entirely self supporting. Now, without any warning or opportunity for adjustments, this support is to be taken away. We face tragic cut-backs. The territories are not eligible under Revenue-Sharing. Is there any other provision for them? I feel that I know you well enough to know you will support library legislation and help obtain the appropriations needed before June 30th.

I'm sending you a copy of *Samoan Scenes* which is a publication of the Office of Samoan Information as it featured our library program. I am, also, sending along a copy of our *Long Range Plan* as I feel your committee should see what we are striving to accomplish.

My appreciation for anything you can do will be most sincere.

Is Joan enjoying Washington and all the art activities and possibilities there? My best regards to you both.

Most sincerely,

BETTY S. LUNNON,
Supervisor of Library Services.

SUPERINTENDENT OF PUBLIC INSTRUCTION,
Olympia, Wash., March 29, 1973.

Hon. JULIA BUTLER HANSEN,
Cannon House Office Building,
Washington, D.C.

DEAR JULIA: I am pleased to offer some comments on behalf of HR 69, which extends and amends the Elementary and Secondary Education Act of 1965. I firmly believe that the various Titles of this Act have been successful when one considers the handicaps and hurdles they have met on the way. Visions of significant increases in funding have never become a reality and timing of the appropriations has also contributed to the instability of programs. Now we are experiencing administrative cutbacks, impoundments, and delays, which severely hamper the long-range efforts on the part of state and local educational agencies to maintain educational programs.

I believe ESEA should have another five-year extension before attempts are made to phase it out or cause it to lose its identity as categorical assistance. Title I has provided LEAs with a vehicle by which the severe educational disadvantages of thousands of children have been attacked. This assistance has come at a time when numerous financial constraints have prevented LEAs from launching any major effort in these areas. With Title I supplemental assistance, educational achievement of these target groups of children has been materially improved. I am sure you are aware that our state has supported compensatory education on its own with its Urban, Rural, Racial and Disadvantaged (URRD) Program. More than $10 million of state funds have been appropriated by the legislature in the past two bienniums for the stated purpose of the Act, which is to serve students who are not suceeding in school because of disadvantaged minority, or poverty backgrounds.

I am quite concerned about the extension of Title V, since this program has been of highly significant benefit to the state departments of education. As you know, education is specifically mentioned in our state constitution as a "paramount duty" of the state, and my office is mandated to see that this responsibility is carried out.

I now have 30 full-time equivalent positions involved in the Title V support program. With these funds, we have been able to support basic services, such as research and development, financial management, personnel, information systems, teacher education, school construction and communications services. We have also strengthened our consultative capabilities in curricular areas, such as art, music, health, industrial arts and library services. Currently, we are striving to extend greater consultative services to intermediate and local school districts to increase our emphasis on vocational education and to strengthen the area of professional preparation and staff competency.

I firmly trust that Congress will be able to pass HR 69 to extend ESEA in substantially the present form for five years. I must emphasize that early passage of this bill would be most helpful in our planning. As you realize, school districts are now preparing their preliminary budgets for 1973–74, and we need to advise them as to probable fiscal year 1974 allocations.

I am aware that any bill for extending ESEA and for appropriating funds for fiscal year 1974 will probably be vetoed and require a Congressional override. If all this can be accomplished by June 1 and a full fiscal year 1974 appropriations bill becomes law by July 1, then we should know what to anticipate for next year, barring the necessity for court action to release the duly appropriated funds.

I fully support the five-year extension of ESEA as outlined in HR 69 and plead for both timely and adequate funding of the act so we can make some definite plans for the coming years.

If my office can be of any further assistance to you, please do not hesitate to call me.

Sincerely yours,

FRANK B. BROUILLET.

AMERICAN BOARD OF PROFESSIONAL PSYCHOLOGY,
New York, N.Y., April 4, 1973.

Hon. CARL PERKINS,
Chairman, General Subcommittee on Education.
Rayburn House Office Building, Washington, D.C.

DEAR SIR: Several concerned citizens have requested that I submit an evaluation and commentary regarding the content of H.R. 5163. The Educationally Disadvantaged Children's Act of 1973, introduced by Mr. Quie on March 5th, I request that my statement in full be incorporated as an appendix to the report pertaining to the hearings held on H.R. 5163.

Qualifications pertaining to this testimony are: twenty-five years experience in psychotherapy of children, including those with learning disabilities; author of "Therapy of Learning Problems" [in *Adolescents: Psychoanalytic Approach to Problems and Therapy*. Eds. Lorand and Schneer, Harper and Rowe, New York 1962]; Diplomate in Clinical Psychology of the American Board of Professional Psychology. Adjunct Associate Professor in the Graduate School of Education of Long Island University conducting courses and workshops primarily for public school teachers, (but including probation officers) in problems of adolescence, personality development, and techniques of counseling, with special emphasis on school problems in all courses.

The main concepts in H.R. 5163 appear to be based more on theory than on clinical observation. For example, the plan to have parents tutor their own children may work well in many instances, providing the added attention, closeness and interest which the children may crave. But for many other youngsters, who may be rebellious and competitive with the parents, such an arrangement would only aggravate the underlying cause of the underachievement. And while some parents make excellent tutors of their own children, others, because of emotional conflicts involving the child, are soon screaming with frustration and irritation, thus exacerbating the problem. These same parents, however, may function calmly and effectively with someone else's child.

Therefore I would suggest the creation of a pool of voluntary tutors. It has many advantages, not the least of which is that no funding is required. Such a pool could consist of parents whose tutorial services were available to any child, their own having first claim. The services of other interested adults in the community can also be utilized. And most important of all, students in the schools can tutor younger children and receive special service credits. Studies have shown the improvement in the work level of below average students after they have been tutoring children in a lower grade. Thus an important double benefit is achieved and at no cost to the taxpayer.

There does not seem to be a practical basis for Mr. Quie's proposal that a mammoth testing program be instituted wherein "each school district [will] individually diagnose and assess both the educational deficiencies and the educational potential of each student requiring remedial assistance." It hardly needs to be said that every teacher can identify those children in her class who are not working up to grade level. It is difficult to comprehend why the author of the bill considers it a matter of great importance that the precise degree of deficiency be established. Whoever tutors a child in reading or arithmetic can very easily discover the level at which to begin working. Even a sixth grade pupil who is tutoring a third grader can determine whether or not his pupil can read the first or second grade text, and is capable of observing whether his pupil is able to do some, none, most, or all of the arithmetic exercises in the workbooks of the various grades.

As for the plan to assess the educational potential of each student, even if it could possibly be done with certainty, it does not help a child to be labelled. If a youngster who is only average or even slightly below average expresses the wish to go to college, would it not be senselessly cruel to discourage the child from working as hard as he can towards that goal? Surely no one can forecast the limit of achievement possible in a highly motivated child. Furthermore it is damaging to the self-esteem of both parent and child to be advised to set minimal goals.

A critical element in the Quie bill is the provision which states: "If school officials provide satisfactory evidence of the inability or failure of parents or guardians to cooperate in such a program, the parental advisory committee established pursuant to this subsection shall be designated to act in the place of the parent or guardian of any such child." This provision is fraught with danger. It gives a free hand to school officials to coerce parents into subjecting their children to the needless testing or to any other aspect of the program which school officials might decide to add.

It can be categorically stated that no program which involves coercion of parents can be helpful to their children. The distress, fear and suspicion experienced by the coerced parent communicates itself to the child and disturbs his motivation to learn. He does not know whom to trust and a loyalty conflict is engendered. In order to learn, the child must be free of these and other emotionally disturbing preoccupations.

There are very few parents, however inadequately they may function as parents, who cannot be reached through the patient and kindly overtures of individuals who respect the parents and are willing to discuss the advantages of a meaningful program with them. (In those cases where a parent may be seriously disturbed, professional psychiatric help may be required to resolve the difficult situation with a minimum of hurt to both child and parent.) The child advocacy provision contained in this bill betrays the contempt for parents so shockingly apparent in many of the courses funded under Title 111, in which the teacher is required to become an instant psychiatrist who probes the psyche of her pupils, while encouraging them to criticize their parents' beliefs, values and teachings. This process continues from kindergarten through the twelfth grade, and has created dissension and bitterness from one end of the country to the other, with several resultant law-suits now pending against boards of education.

The National Institute of Mental Health promotes these programs and funding for them is readily available through Title 111. Therefore, despite professional warnings of their dangers and despite the vigorously expressed opposition of parents, school officials continue to institute and implement these programs and feel free to insult the parents who object to them. In the emotional climate thus created, if an advocacy provision such as the above were to become law, the effect, I believe, would be explosive.

No doubt legislators are aware, as are knowledgeable tax payers, that "glowing tributes expressed by state superintendants and school administrators" [statement by Mr. Quie in the Congressional Record of Tuesday, March 6, 1973] have greeted every educational innovation. The list is long: the look-say method of reading which replaced phonetics, the new math, the teaching machines, classroom television, among others, were confidently and jubilantly endorsed by many educators. But a few years and many millions of dollars later the results prove them to be failures.

Many of these new educational programs, including the proposals under discussion, are probably created out of concern over the educational disadvantage of the inner city children, among whom, according to the Council for Basic Education, 35 to 50% of the third graders are non-readers as contrasted with affluent suburban third graders of whom only 0 to 5% are nonreaders. I would like to suggest putting an end to the expensive scraping of the tip of the iceberg and concentrating all available resources on the hitherto hidden causes.

Available statistics show that no program, no matter how expensive, has improved the performance of the inner city children. But recent evidence obtained from the study of inner city children who *do* perform successfully in school, provides valuable clues as to the direction future efforts should take.

The October, 1972 issue of the American Journal of Orthopsychiatry contains a study by Greenberg and Davidson in which the home and family variables were investigated for 80 high and 80 low achieving fifth-grade black children from lower-class urban families. Parents of high achievers were rated significantly higher in concern for education, awareness of the child as an individual, general social awareness, use of rational discipline, and structure and orderliness in the home. These findings exactly duplicate those of my students who were assigned to conduct in-depth interviews with successfully functioning pupils of theirs, who were members of minority groups.

An article was read into the Congressional Record in February describing the achievements of Mrs. Clarie Hall, who has cared for forty children in her Harlem apartment over the years, and all of whom have gone to college as have her own children. In an interview with Mrs. Hall it became apparent that this remarkable woman had managed to provide the youngsters in her care with all the advantages generally associated with a middle-class home.

I also had the privilege of observing another remarkably serene, strong, warm and dedicated woman. She was teaching a class in a Harlem public school. The class was composed entirely of children who had been too disruptive to be kept in their original classes. The class was small, consisting of sixteen children ranging in age from nine through twelve. They stayed with the teacher all day, as lunch was sent up to their room. The children obviously adored the teacher, who worked with four at a time around a bridge table, while at the same time managing to keep aware of and tactfully responsive to an occasional distress signal from one or two members of the remainder of the class, all of whom were working quietly and alone. The children were calm and quiet, and learning was taking place.

And last: many people have observed that in remedial centers when a child works with a special teacher on a one-to-one basis, the child makes excellent progress which ceases immediately upon his return to the classroom. This outcome has often been erroneously interpreted as evidence of the classroom teacher's inadequacy.

All of the above evidence proves that children are able to learn when *someone* provides orderliness, structure, warmth, relatedness—a keen awareness in fact of the child as an individual, and a consistent interest in the child's progress in learning. The many unsuccessful educational programs designed to help inner city children have proven only that there is no pedagogical method for use in a large classroom setting, which can cut through depression, anxiety, exhaustion, fear, rage and overstimulation (from witnessing or being involved in violence or sexual scenes). Children who are exposed to chaotic and unpredictable home environments (such as exist when parents are afflicted by alcoholism, drug addiction or severe emotional trauma) come to school in an agitated state. No one can concentrate and learn academic subjects under such circumstances. All of the child's energies, in the absence of a warm, related, reassuring adult who can give some undivided attention to the child, are dissipated in coping with fear, anxiety, anger and excitement.

The great need of these children is for restitutive experiences on a regular, daily, predictable basis. This can be provided for them if our resources are used intelligently for this crisis population. For some children small classes which allow for individual attention must be supplemented by carefully supervised after-school centers, where the child can form relationships with dedicated and friendly people who not only keep play activities from becoming wild and uncontrolled, but also set an example of aimiable self-control with which the child may eventually identify.

The after-school center should have quiet areas for those who want to do their homework, either on their own or making use of the reassuring presence and perhaps occasional assistance of a staff member who enjoys tutoring.

There should be a parents' room, where a friendly welcome, underscored by coffee and cake are something harried parents can look forward to, and where they can have a friendly chat about their children or anything else they may wish to discuss with an individual who cares.

These centers should be voluntary. If properly run, the good word will quickly be spread. Peace Corps type individuals are needed to staff the facilities and perhaps among the unemployed veterans there are many who like children and respect parents, or who are particularly good with adolescents and would thus be ideal for the job.

Still another facility needed by this crisis population is a night-care center. There are always some children in need of care at night if they are not to be left in the care of other children or witness traumatizing scenes. This is a most important preventive measure for the future school child. In the case of children who are very frequently brought to the night-care center, it may be possible to help the mother consider a neighborhood boarding home for the child—a home where children are enjoyed and the atmosphere is calm and structured.

Both after-school and night-care centers could occupy the same premises. Parent workshops should be a vital part of the program and tied in with the school in a limited way, so that the parent could be kept informed about the child's special assignments and projects and become increasingly involved and important in the child's life. Parents of adolescents particularly, welcome a chance to discuss adolescent behavior and their own feelings about their teenagers.

It would no doubt be best if parents paid something towards these services, on a sliding scale down to zero, because no one should ever be refused admittance, and it cannot be expected that an alcoholic parent, for example will usually feel able to part with the price of a drink or two. On the other hand there are many parents who will gladly pay what they can afford to have their children safe and supervised all afternoon and occasional evenings.

If such a community program is followed, I believe that the increase in academic achievement and personal happiness, the strengthening of ties between parents and children and the resultant decrease in juvenile delinquency will prove it to be an economical measure in the long run and one that the nation may feel was worth the effort.

Very truly yours,

RHODA L. LORAND, Ph. D.,
Diplomate in Clinical Psychology.

ST. PAUL, MINN.,
March 18, 1973.

HON. CARL D. PERKINS,
Chairman, Committee on Education and Labor, House of Representatives, Washington, D.C.

DEAR REPRESENTATIVE PERKINS: I would appreciate having my objectives to Congressman Quie's proposal to allocate school funds on the basis of relative test scores placed in the Congressional record during the proceeding of the week of March 26.

Please feel free to quote anything in my letter of March 7 that you deem appropriate. I will send additional information that I hope you can use as well.

I have no ties with either political party or with any bureaucracy. I am motivated by a Nader-complex and a belief that the public relations campaigns of the educators and the false hopes they inspire must be exposed by someone within the field.

Assessment of student performance as a criterion for allocating school funds can lead to misuse of the taxpayers' money, and, in Minnesota at least, will almost surely do so. In terms of the logic of inference from test results there is built-in *carte blanche* for bureaucrats. It works like this:

If a State Board wants to give someone a job or a building contract, the Commissioner has only to say to a community, "Your students don't test as high as they should, so here's some money to hire consultants and enlarge your school and thereby raise the achievement level." On the basis of the very *same* evidence (relatively low test scores) he can make exactly the opposite decision saying, "Your students don't test as high as they should. Therefore money poured into your school would be wasted. We must close your school and bus your children elsewhere and get rid of your teachers."

A test has meaning only in relation to what is taught and unless we are prepared to insist that what is taught and presented in every classroom in the country for a given grade should be identical then a comparative assessment of how much of that content gets learned would make no sense. The notion of assessment based on "objectives" is a political hoax, and the bureaucrats insistence that assessment as they plan it does not entail governance is an outright lie.

If you think my appearance at the hearings could be in any way helpful in preventing federal sanctions of this boondoggle I would gladly pay my own way to Washington.

Support from the public for the concept of state and national assessment has been won by a cleaver public relations campaign based on a false analogy between factories and schools "plants" as the bureaucrats call them. Later in the week I hope to find time to send you a statement dealing with this and other public relations tricks which turn attention away from the really serious problems of our schools. Our public schools are a vacuum as far as subject matter is concerned because the phrase "subject matter" has been treated as taboo for seventy five years. Any assessment is more likely to measure what children have learned at home than what they have picked up at school.

Sincerely,

JANE RACHNER.

UNIVERSITY OF COLORADO,
Boulder, Colo., February 7, 1973.

Hon. JAMES P. JOHNSON,
U.S. Congress,
Washington, D.C.

DEAR MR. JOHNSON: I felt it important to relay to you my severe sense of disappointment that the President's budget for the Fiscal Year 1974 provides no funding for Title III ESEA. I understand that hearings are underway in the House, and I request that you do what you can to retain Title III and that you also submit this letter to Congressman Perkins for inclusion in the Committee's hearings.

I personally know well the Title III programs in Pennsylvania and Colorado, and I know Title III programs in several other states moderately well. I have directed four Title III projects, served as a consultant on possibly a dozen programs, and evaluated twenty to twenty-five. From my present perspective as a University professor, I feel it would be a tragedy to terminate programs aimed at promoting innovation and change in our schools. Almost without exception, the Title III programs I have observed and have been connected with have involved dedicated people attempting to stretch the Title III dollar and to develop sound, new programs.

There is probably an attitude or spirit that has been nurtured by Title III that is quite separate from the extent of success of any single project. In Colorado for example, via mini-grants, teachers can apply for limited funds (up to a thousand dollars) to operationalize innovative ideas that they have had in mind for years, but never had the resources required. Their excitement and enthusiasm contributes to this spirit and to this healthy climate of schools striving hard to increase learning opportunities for students.

Termination of these funds would not just involve the termination of educational projects. I'm afraid it would also signal the termination, for many educators, of this vibrant, healthy attitude that we *can* take positive steps to better faciliate the learning of children through the development of new programs and ideas. I urge you to do everything within your power to keep the Title III program at its current level of funding or even provide it with additional funds.

Sincerely,

WILLIAM L. GOODWIN,
Associate Professor.

PORTLAND PUBLIC SCHOOLS,
Portland, Oreg., April 24, 1973.

Congressman ALBERT H. QUIE,
Committee on Education and Labor,
Washington, D.C.

DEAR MR. QUIE: This is written in response to your request for reactions to your recently introduced "Educationally Disadvantaged Children's Act of 1972," HR 5163. We greatly appreciate the invitation you have extended to us to comment on this important piece of legislation.

As I stated in my testimony before the Committee on Education and Labor in February, the Portland Public Schools would prefer to see the provisions of Title I of the Elementary and Secondary Education Act extended in nearly their present form. One issue that I addressed in my testimony was that more recent information ought to be used to identify children from poverty backgrounds for purposes of distributing compensatory education funds. Specifically, I referred to the use of 1970 U.S. Census data in determining low income. If adopted, it is our understanding that rather dramatic changes in the distribution formulas would result. Recognizing that this data would be three years old at the time of its first use, it is our belief, nevertheless, that compensatory education funding ought to alleviate the educational disadvantagement occasioned by economic deprivation, much as the original language of Title I of the ESEA intends.

Our principal objection to HR 5163 is its specific requirement for the use of criterion-referenced testing as the means of determining low student achievement and subsequent distribution of funds. It is our opinion that a good deal of uncertainty still exists in this field and that there is no magic in criterion-referenced measurement. In fact, there is disagreement among professional personnel regarding the meaning of the term itself. However, the most commonly accepted definition of the term is derived from two different sources: First, specified learning outcomes represented by test items (the word criterion relates to the goal or objective the item measures) and second, specified levels of performance on the test (hence the term "criterion" or standard). Criterion-referenced measures themselves do not set performance standards. Any school district, state, or national agency that does set standards does so arbitrarily, assuming that regardless of the ability of the student, there are certain things he should and can learn. Setting of such standards almost necessarily involves devoting heightened resources to the education of less able students where educational pay-off is more difficult to achieve. The confusion over the difference between criterion-referenced and norm-referenced tests is well illustrated in the fifth paragraph of the news release from your office regarding HR 5163 in which the statement is made that the citerion-referenced test "is one in which the performance in the test is described by using scores which show how the performance is compared to some desired level of performance—in other words—we could determine how well the average third grader should be able to read, test third graders to determine how many fell far below that expected level of competency, and then allocate funds to be used to bring those students up to the expected level." What was described in that statement can only be provided by a norm-referenced test, *not* a criterion-referenced test.

A further concern that we have regarding HR 5163 is that it would provide for substantial intrusion into the internal management decisions of local school districts. For example, in describing the individualized learning plan that must be established by the local education agency, parents and guardians of the child, and where appropriate, the child, the Bill specifies not only the methodology to be followed but the specific contents of the educational plans to be developed as follows: "The plan shall include (a) a statement of the child's present levels of educational performance, (b) a statement of the long range goals for education of the child and the intermediate objectives related to the attainment of such goals, (c) a statement of the specific educational services to be provided to such child, (d) the projected date for initiation and the anticipated duration of such services, (e) objective criteria and evaluation procedures and a schedule for determining whether intermediate objectives are being achieved, and (f) a review of the plan with the parent or guardian at least annually with provisions for such amendments to it as may be mutually agreed upon." Although the procedures outlined in the Bill are no doubt laudatory, the decision to adopt them, or to explore other possibilities, ought to be the province of the local education agency itself. Perhaps other procedures could be developed and adopted locally that would have equal or superior results.

Please do not assume from the foregoing that we are adverse to being accountable for educational outcomes on the part of the youngsters we serve nor should it be assumed that we reject the concept of individualized instruction. In fact, we welcome both. It is just that the former concept cannot be realistically achieved through the use of criterion-referenced measurement given the state of the art today. Further, honest differences in methodology, coupled with high per pupil cost, preclude realistic attainment of the latter.

We greatly respect and appreciate the strong support that you have provided in education and again wish to express our appreciation for the opportunity that you have given for this response.

Sincerely,

CHARLES A. CLEMANS,
Director, Intergovernmental Relations.

THE ITHACA JOURNAL,
April 20, 1973.

Hon. ALBERT QUIE,
Washington, D.C.

DEAR REPRESENTATIVE QUIE: Thank you for asking my opinion of your bill H.R. 5163 to amend the Elementary and Secondary Education Act of 1965, with "educational disadvantage" as the new criterion for Title I aid.

I am sorry to say that, as a newspaper reporter who has covered the schools here for 10 years and has thought about these issues, I personally oppose it for the following reasons:

The criteria for Title I aid have been clear and tangible. They are economic. The Act's purpose was to aid children from backgrounds that are poor economically and, by implication, educationally.

My own study of educational performance in schools here, which won honorable mention in a national Education Writers Assn. contest this year, found performance to be closely correlated with economic background. This indicated to me that Title I aid actually serves the educationally disadvantaged, if performance tests are any index.

"Educational attainment," however, remains an intangible. The validity of standardized tests has been hotly disputed, and I believe this would hamstring implementation of your legislation.

The labeling of schools as "economically disadvantaged" is bad enough, but labeling schools and students as "educationally disadvantaged" would be a more demoralizing stigma.

Your bill, I'm sure you're aware, is open to the charge of "rewarding incompetence." If put into practice, I predict continual controversy over whether students have been encouraged to do their best, since low-scoring schools would receive more money.

New York State students are already heavily tested. They take achievement tests, "I.Q." tests, state performance tests in basic skills, state Regents tests for subject area, college entrance test, etc.

I think your legislation means well in trying to refine the criteria for federal aid, but I find it insupportable for these reasons.

Sincerely,

JANE MARCHAM.

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